DOCUMENT RESUME

ED 194 754 CE 027 002

AUTHOR Phelps, L. Allen, Ed.
TITLE Individualized Educational Programming. Policy Paper Series: Document 1.
INSTITUTION Illinois Univ., Urbana.; Pennsylvania State Univ., University Park. Div. of Occupational and Vocational Studies.
SPONS AGENCY Office of Special Education (ED), Washington, D.C.
PUB DATE Jan 80
GRANT G007900952
NOTE 144p.; For related documents see CE 026 980-982 and CE 027 003-004.

EDRS PRICE MF01/PC06 Plus Postage.
DESCRIPTORS *Agency Cooperation; *Cooperative Planning; *Disabilities; Educational Legislation; Educational Policy; Elementary Secondary Education; *Federal Legislation; *Individualized Education Programs; Inservice Teacher Education; Needs Assessment; Parent Participation; Program Evaluation; Program Improvement; Special Education; State Agencies; Statewide Planning; Student Participation; *Vocational Education
IDENTIFIERS *Education for All Handicapped Children Act; Rehabilitation Act 1973; Vocational Education Amendments 1976

ABSTRACT

This product of the Leadership Training Institute/Vocational and Special Education contains a series of policy papers focusing on the impact of the Individualized Education Program (IEP) provision upon vocational education programming for handicapped youth. Nine papers are included: (1) Legislative Issues and Perspectives: IEPs for Handicapped Learners in Vocational Education, discussing key provisions of Public Law 94-142, Rehabilitation Act of 1973, and 1976 Vocational Education Amendments; (2) State Planning and IEP, outlining effective strategies for systematic state-level interagency planning; (3) Needs Assessment and IEP, focusing on policy related trends in needs assessment; (4) Consumer and Advocacy Involvement in IEP, outlining strategies and concepts regarding the involvement of parents, advocates, and consumers; (5) Interagency Cooperation and IEP, citing issues and strategies related to interagency planning; (6) Inservice Staff Development and IEP, addressing provision of special education preparation for career/vocational educators and career/vocational competencies among special educators; (7) Program Improvement and IEP, discussing program improvement as defined in the 1976 Vocational Education Amendments and addressed in P.L. 94-142; (8) Program Evaluation and IEP, examining state-level program evaluation efforts; and (9) The IEP: Implications, Conflicts, and Challenges for Vocational Education. An epilogue summarizes the papers' contents. (YLB)

ED194754

Individualized Educational Programming

Policy Paper Series: Document 1

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A Publication of the
**LEADERSHIP TRAINING INSTITUTE/
VOCATIONAL AND SPECIAL EDUCATION**

Department of Vocational and Technical Education
University of Illinois at Urbana-Champaign

Division of Occupational and Vocational Studies
The Pennsylvania State University

Sponsored by

Division of Personnel Preparation
Office of Special Education
U.S. Education Department

CE027002

U S DEPARTMENT OF HEALTH, EDUCATION & WELFARE
NATIONAL INSTITUTE OF EDUCATION

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FOREWORD

The mid and late 1970's were characterized by the enactment of new major legislative mandates in the education and employment of handicapped individuals. Public Law 94-142 and Sections 503 and 504 of the Rehabilitation Act of 1973 have had profound effects upon educators and employers alike. In response to these mandates, a number of diverse programming approaches and policies have been implemented by vocational and special educators and vocational rehabilitation personnel at the state and local levels.

The Leadership Training Institute/Vocational and Special Education was established to assist state leadership personnel in improving and expanding vocational education opportunities for handicapped learners. The project is supported by a grant from the Division of Personnel Preparation, Office of Special Education, U.S. Education Department. Through the project, emerging legislative issues and priorities pertaining to vocational education for handicapped learners are addressed in regional leadership training institutes. By March, 1981, eight institutes will have been conducted throughout the nation addressing a variety of key issues.

This series of policy papers on Vocational Education and the Individualized Education Program (IEP) is a product of the first Leadership Training Institute which was held in Arlington, Texas on January 10-11, 1979. A comprehensive literature review and a small scale needs assessment survey identified a number of major concerns in this area such as inservice staff development, interagency cooperation, consumer and advocacy involvement, and state planning policies.

Several recognized leaders in the field of vocational eduation and special education were invited to prepare papers addressing each of the major concerns that had been identified. It is a pleasure to share these insightful and cogent policy papers through the production of this volume. The LTI is greatly indebted to the authors for their excellent contributions: Lisa J. Walker, George Washington University; Dr. Marc E. Hull, Vermont Department of Education; L. Jay Thornton, The Pennsylvania State University; Robert Kafka, Texas Chapter of the Paralyzed Veterans of America; Douglas H. Gill, University of Georgia; Dr. Herbert Rusalem, Rio Salado College; Dr. Ronald D. McCage, Illinois State Board of Education; Catherine Batsche, Illinois State University; and Dr. Leonard Albright, University of Vermont. Dr. Janet Treichel, Training and Dissemination Coordinator for the LTI project was instrumental in the production and dissemination of each of the policy paper series. A special note of appreciation is extended to Ms. Kay Barber, Ms. Margaret Hensel, and Ms. Terry Piazza for their assistance in typing and proofing the manuscript.

Dr. Jerry L. Wircenski and L. Jay Thornton of The Pennsylvania State University were responsible for much of the planning, conducting and evaluation of the initial Leadership Training Institute. Their contributions to the overall development of the project are deeply appreciated.

L. Allen Phelps, Director
Leadership Training Institute/
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PREFACE

In their report to the U.S. Congress, the National Advisory Committee on the Handicapped (1977, p. 1) notes that:

> "Not only in enhancing education for the handicapped but in strengthening education generally, Public Law 94-142, the Education for All Handicapped Children Act of 1975, calls for numerous important advances. Among them is a requirement that the education of each handicapped child shall be conducted in accordance with an "individualized education program (IEP)."

As many educators and parents have observed since 1978, the IEP requirement has had a profound effect upon not only special education, but also upon regular and vocational education programs. For perhaps the first time regular class teachers, counselors, aides, and parents are being asked to contribute to the development of a coordinated program plan that assures that handicapped students receive an education appropriate to their unique educational needs. While the concept of individualized instruction is not new, the experience of assisting with the development and implementation of an IEP is generally a new and challenging experience for most of the nation's 300,000 vocational educators.

The content of the IEP which is prescribed by P.L. 94-142 must include:

- A statement of the present levels of educational performance of a student.
- A statement of annual goals, including short term instructional objectives for each student, and the extent to which the student will be able to participate in regular educational programs/services
- Appropriate objective criteria and evaluation procedures and schedules for determining, at least on an annual basis, whether instructional objectives are being achieved.

Clearly, a broad base of skills and knowledges regarding handicapped learners will be needed by vocational teachers, counselors, and coordinators to participate fully and effectively in developing IEPs. It is apparent also that policymakers are actively monitoring the role of vocational educators and other groups involved in the IEP process. Such monitoring is focused on insuring that the "genuine intent" of the provision is met and that the IEP does not become solely a compliance document.

There are numerous interfaces between vocational education, special education and vocational rehabilitation that revolve around the IEP provision. The regulations implementing P.L. 94-482, Title II, the Vocational Education Amendments of 1976, require that vocational education programs serving handicapped youth be:

> ...planned and coordinated in conformity with and as a part of the child individualized education program as required by the Education of the Handicapped Act (Federal Register, October 3, 1977, p. 53836)

In essence, this requires that all handicapped individuals up to the age of 21 who are served in vocational education shall have an IEP. In FY 1978 360,151 handicapped students enrolled in vocational education and this figure can be expected to increase as parents of handicapped youth ask that vocational education be included in their IEP.

The regulations implementing P.L. 94-142 require that the IEP describe the special education and related services being provided the student, i.e., those elements of the handicapped learner's education that require specially-designed instruction. Further, the regulations define "specially-designed vocational education" as one type of special education (Federal Register, August 23, 1977, p. 42480).

The mandates for effective cooperative relationships between vocational education, special education, and vocational rehabilitation have been clearly established relative to the need for individualized planning.

> Both the Rehabilitation Services Administration and the Office of Education strongly encourage State education agencies and State vocational rehabilitation agencies to develop collaborative IEPs and IWRPs (Individualized Written Rehabilitation Plans) at the earliest time appropriate to each eligible individual (DHEW Memorandum on the Development of Formal Cooperative Agreements Between Special Education, Vocational Rehabilitation, and Vocational Education Programs to Maximize Services to Handicapped Individuals, February, 1979, p. 8).

Similar federal regulations and guidelines have been released emphasizing the importance of interagency collaboration relative to IEPs.

The provisions raise major programmatic and policy issues for educators in all fields and at all levels. Because the IEP focuses specifically upon the students, their teacher(s), and the educational setting, its content has a pervasive impact at the local level upon administrative policies, inservice training, parental involvement, curriculum development, assessment practices, facilities, funding, public relations, and program evaluation. Similar issues are raised and impacts felt in state and federal education agencies, as well as in colleges and universities that prepare teachers and other educational personnel.

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Legislative Issues and Perspectives: Individualized Education Programs for Handicapped Learners in Vocational Education

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On February 13, 1973 U.S. Senator Harrison A. Williams of New Jersey delivered a speech on vocational education and the handicapped child. His comments provide a perspective of one Congressional spokesman who has been intimately involved in the development of federal legislation which affects handicapped persons in this country. He commented:

> Our rejection of differences can be seen in the institutions that we have created for the mentally retarded, the mentally ill, and our separate schools for the handicapped. It can be seen in virtually every social service program where special setasides or categorical programs have been created by the Congress for individuals with special needs because they were not receiving services from generic service delivery systems. In 1968 the Congress not only felt the need to earmark 10% of the funds under Part B of the Vocational Education Act, but emphasized its intent that handicapped children were meant to receive full services. We required individuals experienced in education and training of handicapped persons be put on the advisory councils. We provided for teacher training. And we emphasized our intent that attention was to be placed on vocational education for handicapped individuals. In addition, language in the Senate report directed the U.S. Office of Education to undertake 10 activities including coordinated planning with other service agencies such as rehabilitation and special education programs....

> The Congress included this language in the Vocational Education report in order to make clear that we did not intend the token development of a few special programs, but the full integration of these children and young adults into all programs. Yet all evidence that I have gathered indicates that not enough has been done to carry out the full intent of these provisions.
>
> I believe that we must conclude that recognizing the problem is not enough. As we talk today about future planning for career education for handicapped children and adults, we must realize that asking for the simple addition of services which will assist handicapped individuals is not enough. If that is our approach we will be back here five years from now saying exactly the same things to each other. We must turn around the priorities for services.... I am suggesting that unless we focus on the individual child and provide services which are appropriate for him, we will continue to fail.
>
> For despite Court cases over the last year which have declared that every handicapped child has a right to a free public education, the translation of this right into full opportunity for handicapped children requires more than going through the motions of bringing handicapped children into the classroom with their peers. It requires more than giving lip service to the fact that they have special needs. The translation of this right into full opportunity requires the acceptance of their differences and the discovery of ways to allow them to make full use of these differences. But most important, this translation requires the rejection of the assumption that their handicaps must block the opportunity to a life of happiness and freedom.

It is not ironic that that speech was delivered more than seven years ago. It was delivered before the passage of Section 504 of the Rehabilitation Act--which came in September of that year. It came several months before hearings began on S.6, the Senate bill which became P.L. 94-142. It obviously came some three years before the passage of the amendments to the Vocational Education Act in 1976. Even though this speech was delivered prior to these legislative mandates, it clearly emphasizes the issues still before us today in expanding vocational education services to handicapped youth, and the issues which went into the development of P.L. 94-142, Section 504 and other mandates.

Williams points out the problems created by the rejection of differences in our school systems, and the frustration felt by parents and advocates because state programs have not moved to develop adequate programs and access for handicapped youth. He also reflects the concern expressed by the Congress in recent legislation that programs do not meet the individual needs of handicapped persons, but rather address the assumed needs of a category of children. The desire and commitment to normalize the experience of handicapped youth by bringing them as much as possible into the regular educational environment, and providing them as broad range of options and opportunities as are available to other children is evident. Finally, the speech acknowledges that unless we change our ways of thinking and our attitudes about handicapped people, real change in policy is unlikely.

KEY PROVISIONS OF 94-142 AND SECTION 504

The change in attitude that Williams addresses was the goal of all legislation which followed. The message brought by P.L. 94-142 and Section 504 at its simplest level has been: Turn the order upside down. Stop thinking that handicapped people can't. . . Stop thinking that handicapped persons will be at the bottom of the work force, that handicapped people will be at the end of the labor queue. Handicapped people are there because of discrimination and stereotyping. If we can stop that discrimination and that stereotyping, we can help them achieve equal opportunity. Most of the provisions of these two laws are aimed at this basic change.

Individualized Education Program

Each state and local education agency is asked to guarantee that each handicapped child has available a free and appropriate education--

that is, special education and related services designed to meet the child's learning needs based on his individualized education program (IEP). The IEP then is one vehicle designed by Congress to assure individualization and to stop programming based on labels and stereotyping. The IEP requires a current assessment of the child's strengths and weaknesses--and the services to be provided. Done on an annual basis, the IEP is a vehicle which forces educators and parents to look at the child as an individual--not as a fourth grader or as a member of a particular disability class.

Least Restrictive Environment

Equally, the requirement for placement in the 'least restrictive environment' is a provision designed to assure that the child will be looked at individually. As confused as this provision has been in the press and in interpretation, it does not mean 'dumping' a child in a regular class without support services if he cannot make it there. In fact, this provision was adopted as a method of turning around the current practice of referring any child automatically to special education if he had any learning problem. As a signal for professionals to stop and think, this provision requires that it be assumed that the child can be educated in the regular classroom and that he only be placed in a special class or resource room if his learning needs require this more intensive training.

Thus, the IEP, placement in the least restrictive environment, and the range of procedural safeguards in P.L. 94-142 are there to provide leverage against what had become discriminatory practices in the schools which made judgements on labels and the physical appearance of children rather than their learning needs.

Full Educational Opportunities

A second principle involved in these mandates is the broadening of opportunity for handicapped children and youth so that they have available to them all the services and options available to nonhandicapped children. In Section 504 clear prohibition is made against actions, policies and activities which deny handicapped children and youth equal access to programs or benefits or aids supported by federal funds. In P.L. 94-142 the emphasis is placed on an appropriate program and its detailing of the need to provide handicapped children a full program including: physical education, music and art, academic instruction, vocational and career education, and extracurricular activities. Clearly, in the next decade these provisions will have a substantial impact on careers and job opportunities for handicapped persons.

A final component of this legislation has been the focus on legal responsibility and accountability, holding the state education agency responsible for assuring that each child has available a free and appropriate education. Each of these provisions has significance for the future of vocational education.

VOCATIONAL EDUCATION: 1963-1975

As Williams points out, vocational education is a good example of why the mandates of P.L. 94-142 and Section 504 were necessary. Regardless of the passage of discretionary, flexible legislation and high sounding words, the simple truth in vocational education has been: nothing else has worked. The 1968 setaside and the 10 directives Williams referred to were undertaken because virtually no programs had been created for handicapped youth under the Vocational Education Act

of 1963, despite inclusion of these students in the intent. In 1973, studies done by the General Accounting Office, the Olympus Research Corporation, and others indicated a similar track record despite the 1968 efforts.

- Despite an overmatch of state to federal dollars of $6 to $1 in the vocational education program as a whole, the setaside programs for the disadvantaged and the handicapped came nowhere near that level. The handicapped program was the lowest at a match of $1.10 to $1--even though costs for educating handicapped students are generally higher than for nonhandicapped students.
- From 1968 to 1973, the population of handicapped students actually served in vocational education had decreased.
- In the same time period, the aggregate dollars contributed had gone down.
- One large state had reduced its match from several dollars in 1971 to $.34 in 1973.
- 17 states were not contributing any match to the handicapped program.
- 70% of all classes were separate--despite formal policies on the books which supported integrated placement.
- 63% of all handicapped students in vocational education were in non-skill courses, and those students enrolled in work experience programs were taking vocational courses which bore no relationship to their work placements.
- Employers complained that students with disabilities came to them with little preparation.
- National statistics on unemployment showed that the recession had the hardest impact on handicapped persons.

1976 VOCATIONAL EDUCATION AMENDMENTS

In 1975 this was considered the state-of-the-art from which the 1976 amendments to vocational education were written. These amendments required the states and local districts to put up a 50% match for the handicapped setaside program. Congress wrote into law a requirement that there be handicapped experts on the vocational education

advisory council, and required states to spell out how the needs of handicapped youth would be met in the 5 year plans and annual state plans for vocational education. But most important, each mandate of P.L. 94-142 and Section 504 was applied equally to vocational education programs. States are to carry out their vocational education programs in a way which is consistent with meeting the goals of the Education of the Handicapped state plan required under P.L. 94-142. In essence, this means that there should be vocational education components in the IEP's, that all procedural safeguards under P.L. 94-142 for serving handicapped children apply equally to the way in which children are treated under vocational programs. It also infers that as many options must be made available for handicapped children in vocational education as are available to nonhandicapped children. Programs must be individualized to meet the needs of handicapped children, and children must be allowed to participate in the regular vocational program to the maximum extent possible. It is clear that carrying out the spirit and the intent of these provisions will take full cooperation and joint planning between vocational education, special education and vocational rehabilitation programs at the state and local level.

FUTURE PROJECTIONS AND TRENDS

With these mandates, what might you expect from the future in terms of assistance and direction from Washington? One does not have to be a full-time observer of the Congress or the White House to see the writing on the wall for the next several years. The key words will likely be: oversight, review of programs and program goals and tightening budgets. It is pretty clear that the FY 1980 budget which the President sent to the Congress was extremely tight. While the White

House may have restored most education programs to last year's level, there will not be increases for any programs (and this applies to CETA, vocational education, handicapped education, Title I and higher education, and to other social service programs--with few exceptions). P.L. 94-142 may well be the last of the large federal elementary and secondary education funding programs. Unless states and locals begin to make clear that they need more federal funding and get adequate cost figures to the Congress, future funding may decrease rather than increase.

Along with tight budgets, more emphasis is being placed on program evaluation and on oversight activities of the Congress. The Senate Committee on Human Resources has announced the beginning of a long set of oversight hearings on all major domestic programs in its jurisdiction. Further, if there are no large increases in budget, programs may have to be examined to see if they have met their purposes, and determine whether or not they should be repealed to meet the needs of a new decade. With the expiration of the new youth employment programs and the need to reexamine the CETA program again in the early 1980's, one can expect vocational education programs to get a pretty close review in the next several years. The Congress is probably going to want to review the handicapped setaside program closely.

Recently, Dr. Samuel Halperin published an article on emerging issues in education, in which he points to a marked skepticism on the part of Congressional representatives relative to the values of current vocational education efforts. He interviewed 10 congressional staff on members' views of vocational education. He found that while members

believe that there may be many fine vocational education programs in existance, they worry that the following statements may be true:

- Vocational education provides irrelevant skills for today's job market, and especially, for tomorrow's economy
- Vocational education is run by an...unprogressive educational establishment, unwilling to cooperate with society's other trainers
- Vocational education is discriminatory toward women, minorities and the handicapped and much of vocational education is sex-stereotyped

These are three of the ten findings Halperin cites. Regardless of whether one agrees with these perceptions or not, they do point to the issues that Congress will continue to worry about, and which leadership personnel in the fields of vocational education, special education, and vocational rehabilitation need to address. Our schools have very significant challenges ahead of them in the next decade, no small part of which will be delivering on the mandates to more fully meet the needs of individual children and assist our changing society in responding to the needs of the world of work. The continued examination of these issues and concerns in providing vocational education to the handicapped is a significant and exciting challenge for all professionals and parents. To assure that these issues are fully and effectively addressed a new and creative relationship among special education, vocational education and vocational rehabilitation is critically needed at all levels.

State Planning and the Individualized Education Program

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School is the place where the greatest opportunity lies for fulfilling the yet-to-come-of-age Individualized Education Program (IEP) mandate. The local level is primarily where our attention and resources should be focused. However, in charting through an accumulation of individualized education programs, consideration also should be given to the part played by state education agencies. State education agency (SEA) policies, funding formulas, and program guidelines can have a definite bearing on the quality of IEPs that are developed at the local level.

The topic addressed here is the effect of state planning on IEP development within a vocational education context, which includes the provision of vocational education to handicapped students in a regular vocational program, a special vocational program, or a cooperative vocational education program. In presentation, state planning refers to the activities and processes which result in: (1) the adoption of policies and regulations by state boards of education and other governmental

bodies; (2) the promulgation of guidelines, directives, and program standards by state education agency personnel; and (3) the formulation of recommendations and resolutions by state advisory panels, study groups, and task foces.

For an adequate perspective of the impact state planning has on IEP development and implementation, it is necessary to: (1) examine the state-level documents which directly address the issue of IEPs and (2) trace the impact of SEA functions on IEPs. These functions include: program development, teacher certification and training, funding, monitoring, and technical assistance.

THE IEP AS ADDRESSED BY STATE-LEVEL DOCUMENTS

State planning that impacts on IEPs may be readily identified through certain documents.

The Special Education Annual Program Plan

The annual program plan prepared by state education agencies as a condition for receiving per pupil entitlement monies under the Education for All Handicapped Children Act (Part B, P.L. 94-142) always addressed the IEP issue. This is customarily developed by a state division or department of special education.

Minimally, the annual program plan must include certain assurances which appear in the regulations for P.L. 94-142 (see the Federal Register Vol. 42, No. 163, August 23, 1977). It must include assurance that an IEP will be developed for all eligible handicapped children and that the IEP will include the proper content, will be developed with parental and other designated school personnel involvement, and will be reviewed periodically. An assurance must be given that each public agency serving the handicapped will provide special education and related services

(including vocational education, industrial arts, and consumer and homemaking education) in accordance with the IEPs developed.

To be approved at the federal level, an annual program plan must address only the minimum provisions of P.L. 94-142. However, the document can be a vehicle for expanding on the minimum federal provisions. Developed with input from many special interest groups within the public sector, the annual program plan provides groups interested in ensuring that handicapped students have genuine opportunities to participate in vocational education a vehicle for input. The annual program plan could require: (1) vocational educator participation in IEP meetings under appropriate circumstances; (2) special education at the secondary level to include vocational education opportunities; and (3) appropriate supplementary aids and services listed in a student's IEP when they are needed to make participation in vocational education possible. The benefit of having such provisions incorporated into an annual program plan lies in the fact that it has the effect of law.

One-and Five-Year Vocational Education Plans

P.L. 94-482, Title II, requires the development of a five-year vocational education plan, and for each year of the five-year plan, an annual plan. The purpose of the annual plan is to summarize the past year's enrollment data, update certain activities carried forward from the previous year, and modify certain objectives and activities required to meet the goals of the five-year plan.

Both the one- and five-year plans have as their central purpose assurance that the provisions of P.L. 94-482, Title II, are being (or will be) met. This is demonstrated by listing the projected number of students to be served by different vocational programs and by listing the resources that will be allocated for different programs.

Like the annual program plan developed by special education, the federal plans developed by vocational education can be looked upon as minimum compliance documents, or they can be used as vehicles for augmenting minimum federal policy with state policy. The federal vocational education plan could include a section on IEPs which complements the IEP section of the special education state plan (annual program plan). Or, the vocational education plan could incorporate portions of the annual program plan, thereby promulgating a uniform policy among vocational educators and special educators. The vocational education state plan could designate the specific services and types of supplementary assistance that will be supported with state and federal funds for the purpose of accommodating the handicapped in regular vocational programs. While the above provisions are not presently required by the U.S. Office of Education, they are key ingredients in formulating coordinated and comprehensive state planning.

Other Documents

Many states have issued directives on IEPs. Some have prepared training manuals for the benefit of teachers and administrators who are involved in writing or carrying out IEPs. State personnel who have the responsibility for developing these directives and manuals are in a position of considerable influence and need to be apprised of benefits to be derived by incorporating vocational education concerns whenever and wherever they can be meaningfully addressed.

In states which have postsecondary vocational programs, state planners face the issue of whether or not to carry forward the IEP concept. IEPs are not required at the postsecondary level by federal legislation. California is the apparent exception in requiring an IEP at

this level (Von Hippel, 1979), although numerous postsecondary institutions have voluntarily adopted the concept. This issue needs to be addressed at length by various state planning groups such as advisory councils, state agency personnel, task forces, and state boards of education.

Individualized Employability Plan

In Vermont, a position paper has been developed jointly by state leaders in vocational rehabilitation, vocational education, and special educator. The paper serves as an example of how state planning impacts on the IEP process by introducing the concept of an individualized employability plan.

The individualized employability plan is proposed as an extension of the IEP, but, unlike the IEP, the employability plan would be cumulative in nature. It would be a single document listing experiences provided for a handicapped student in an effort to make the individual fully employable at the end of high school. If immediate employment is not a realistic goal, it would list the experiences to be provided so an individual is prepared for further schooling, military service, or other appropriate post-school pursuits.

Initially, the employability plan would be developed by persons on a student's IEP planning committee. This group would ascertain whether vocational rehabilitation services are likely to be needed at a later time in the individual's schooling. If so, at an appropriate time, a rehabilitation representative would be invited to join the sessions in which the employability plan is being updated. Similarly, once a student reaches an age which makes him or her eligible to participate in vocational education, a representative from that program area would be invited to participate in the updating of the plan.

The group which updates the employability plan would take into consideration two sets of factors: (1) experiences, traits, and knowledge which enhance an individual's employability and (2) traits, characteristics, and behavior patterns which will impede an individual's employability and which can be redirected positively by the public school system with assistance from vocational rehabilitation or vocational education.

The position paper in which the employability plan concept is presented is discussed further with secondary teachers, counselors, parent groups, advocacy groups, and other interested persons. State planners recognize the need for such a plan so that considerations relative to employability will not be left to chance.

THE IEP AS AFFECTED BY SDE FUNCTIONS

Numerous state department of education (SDE) functions have a bearing on IEP development and implementation.

Program Establishment

State planners exert inestimable influence over students' IEPs by issuing standards for establishing and funding programs. Although IEPs are presumably developed around individual needs, the availability of programs largely influences the quality of an IEP. The decision to use a state's 10 percent set-aside monies on the perpetuation of special programs of a segregated nature can have a major influence on the quality of vocational education received by handicapped students.

Special vocational classes present a number of pros and cons. As a prevocational or transitional class, special vocational programs serve an important function by preparing the special needs student for entry into regular vocational programs, providing employability training prior

to work-study placement, and providing an accommodating environment for the student who cannot adjust to the pace and pressures of regular classes. There are, however, serious liabilities in the proliferation of special classes that must be considered together with their benefits.

> "Special classes isolate students from positive peer models, may make students overly dependent on teacher assistance, often do not sufficiently challenge students to perform up to industrial standards, proliferate projects and activities of little or no occupational significance, afford very restrictive training in areas having no particular interest to students and having only limited employment potential. In some states, vocational teachers assigned to special classes are not required to have special training in working with the handicapped."
>
> Hull, 1978

A major drawback to the special vocational program concept is the restrictive curriculum around which such programs are designed.

Designing special vocational programs which duplicate regular vocational programs, state planners inadvertently limit the training objectives that are available to eligible handicapped students, hence they adversely affect the quality of IEPs. A special, concentrated program in horticulture, office practices, or building maintenance cannot possibly meet the diversity of career goals inherent in a population of twenty or thirty handicapped adolescents. Thus, special vocational programs should be designed primarily as a headstart for integration into regular vocational programs in which necessary diversity of occupational choices is available.

Funding Allocations

Vocational education leaders often think their fiscal obligation of serving the handicapped is restricted to the 10 percent federal set-aside limitation. In states where this attitude prevails, the quality of IEPs in vocational education and the availability of appropriate vocational

education opportunities for the handicapped will likely be inferior to the opportunities available in other states. State planners in vocational education and special education cannot assure quality secondary-level IEPs unless they are aggressive in seeking state appropriations which significantly augment the funds available through the 10 percent federal set-aside provisions of P.L. 94-482.

State planners have not aggressively sought this level of state funding. Consequently, Congress imposed a mandate which would require states to match the 10 percent set-aside funds on either a state or local basis. Failure to comply with this requirement once meant the loss of the 10 percent federal set-asides. This provision was so vigorously opposed by vocational education leaders that a subsequent act (P.L. 96-46) has effectively ruled out the requirement.

Teacher Certification and Training

Regulations in both P.L. 94-142 and P.L. 94-482 address the responsibility of state education agencies to guarantee teachers are appropriately credentialed, trained for entry into the teaching profession, and kept abreast of innovative and promising educational practices. Comprehensive training plans developed by state leaders provide for preservice and inservice training to ensure that the needs of teachers working with handicapped students are met.

Under the Education Professions Development Act (EPDA) program, vocational education made giant strides in making vocational education leaders aware of the needs of handicapped persons. The early efforts to provide training in vocational special needs emphasized the importance of collaborative efforts between vocational educators and special educators. Since EPDA funds are no longer available, it is increasingly

important for state planners to emphasize the collaborative use of both special education training monies and vocational education training monies to sponsor joint training activities. At the local level, these cooperative training ventures help to set the stage for other cooperative activities.

To ensure the provision of quality vocational education for IEP eligible students, state planners look at the need for all vocational education personnel to be trained to work with the handicapped. Similarily, special education personnel must be made aware of the goals of vocational education and the manner in which vocational education is organized and operates.

State leaders have the discretionary authority to earmark a portion of their federal funds for training activities. This is true of vocational education federal funds as well as special education federal funds. To enhance the quality of vocational education IEPs, state planners should consider earmarking a portion of their discretionary federal funds for training activities which address the IEP issue and involve special educators and vocational educators in cooperatively planned training activities.

Monitoring

In the past, state agency personnel have centered their activities around the provision of technical assistance to local program leaders. Increasingly, state leaders are being forced to devote large blocks of time to compliance monitoring.

In planning the manner in which compliance monitoring will be carried out, consideration should be given to monitoring the extent to which appropriate vocational education opportunities are being provided

to meet the free appropriate public education mandate of P.L. 94-192. Plans should be considered for involving special educators in monitoring the least restrictive environment, IEP, and supplementary aids and services provisions of P.L. 94-482. Vocational educators should be involved in reviewing the extent to which employment training programs, operated under the auspices of special education, effectively meet the vocational or prevocational training needs of handicapped persons.

P.L. 94-142 requires state leaders to monitor a sample of IEPs on a systematic basis. Consideration should be given to devising a monitoring format which would systematically investigate secondary-level IEPs from a vocational preparation perspective, as well as from a perspective of compliance with procedural safeguards and IEP form and format requirements.

Vocational educators have long been engaged in program reviews. There is an added rationale at this time for ensuring that these program reviews focus, at least in part, on the provision of vocational opportunities for the handicapped. In March 1979, the Office of Civil Rights published a set of guidelines for eliminating discrimination in vocational education programs on the basis of sex, race, or handicap. Under these guidelines, states are required to review policies and practices which may have the effect of discriminating against the handicapped. The IEP stands out as an ideal document for determining whether handicapped high school students have equal access to vocational education and have appropriate accomodations to succeed in vocational education programs when given such a placement.

Again, vocational educators and special educators are provided an opportunity to work cooperatively for the mutual benefit of each agency. To be achieved, however, this collaboration must be deliberately planned.

Data Collection and Management

Federal financial assistance under P.L. 94-142 comes to states on the basis of number of eligible handicapped children served. The number is determined through an annual child count (a nationwide enumeration of all the handicapped children being served on December 1). The child count provides means for gathering data on the number of students with an IEP which addresses vocational education, prevocational education, or work-study components. These data can be used by state planners to determine enrollment trends, including enrollment disparities across program areas of geographical areas.

A requirement now exists to report the handicapped enrollment in vocational education. Whether the requirement will be upheld, and whether it will be two-digit occupational code numbers or the more detailed six-digit code numbers remains to be seen. As of September 1979 state planners have comprehensive information on the enrollment of handicapped persons in vocational education by handicapping condition and by occupational program area. This information will begin to be collected in 1980 by the Vocational Education Data System (VEDS) and should improve state planning for serving the handicapped within vocational education.

Several states are exploring the feasibility of establishing management information systems in vocational education and special education. The importance of such systems has been repeatedly brought out. As

such systems are developed, the need to collaborate among mutually concerned agencies continues to be brought out.

Interagency Cooperation

There is currently a major federal initiative to increase cooperation between education and rehabilitation agencies and between special education and vocational education. Close cooperation among agencies can materially benefit the handicapped and have direct impact on the quality of IEPs. The quality of state planning largely determines the ultimate benefits derived from agencies' cooperative efforts. A few considerations state planners may wish to make follow:

1. Fiscal Cooperation: Federal funds for vocational rehabilitation must be matched on an 80 percent federal/20 percent state basis. Some services such as individual vocational training or medical restoration services can be provided more effectively by vocational rehabilitation than by education. Special educators may have greater assurance that such services can be provided through vocational rehabilitation if arrangements can be made for special education to furnish the 20 percent required match.

2. Job Placement and Development: Often job placement specialists from special education, vocational education, and vocational rehabilitation compete with each other for job training opportunities in the community. State planners can take the initiative to make arrangements for these persons to work cooperatively. Although parental consent and client consent must be obtained, opportunities can be made to share assessment information and other information essential to effective job placement pursuits.

3. Vocational Rehabilitation Registry: Vocational rehabilitation agencies can offer eligible persons important services to prepare them for entry or reentry into the work force. The state needs to project what the demands will be for future rehabilitation services. Special education is in a position to provide valuable information about populations of developmentally disabled persons who may require vocational rehabilitation services. The December 1 annual child count can be conducted in a way to produce a projection of persons who by a specific criteria are likely to require vocational rehabilitation services upon completion of public schooling.

Although the child count would not be a true registry, it could provide reliable estimates of demand for rehabilitation services for much of the handicapped population.

CONCLUSION

State planning has a major impact on a child's IEP even though the majority of IEPs are developed without thought being given to capital city policymakers. Advice given by state advisory panels, policies adopted by state boards, and directives handed down by state agency leaders combine to shape the quality of educational opportunities available at the school level. This paper has shown the need for state planning which focuses on the issue of vocational preparation of handicapped persons through the IEP process. The documents which directly address the IEP process and SEA functions impact in IEP's need to be analyzed to determine the effectiveness of state planning in dealing with issues that result in quality vocational experiences for the handicapped and quality IEPs.

Needs Assessment and the Individualized Education Program

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Individualized Education Programs (IEPs) are the prescriptive elements of education for handicapped individuals. Although based upon the established notion of individualized instruction, because of their specificity by legislative mandate, implementation of IEPs has necessitated procedural inquiry. That is, it has been and continues to be necessary for states to assess the institutional strategies and needs that surround the implementation of the IEP process.

Since 1975, general and special education have been directly involved in the strategies to ascertain that IEPs have become a functional part of their educational programs. It was not until 1976 that P.L.

The author gratefully acknowledges the research efforts of Ta-Wei Lee, which made this paper possible.

94-482 confirmed that vocational education would be expected to be in compliance with provisions for IEPs. In 1977 the regulations pertaining to Title II of P.L. 94-482 described the terms of compliance (Federal Register, October 3, 1977).

The period from the 1977 rules and regulations to the present, although only spanning three years, has been spent in speculation about how mainstreaming students in a least restrictive environment and providing for an individualized education program would affect the traditional practices of vocational education. In order to develop implementation plans, assessments of vocational teachers' needs in the implementation process have been undertaken. These needs assessments in vocational education, specifically regarding the IEP, are the focus of this policy paper.

Because an assessment of vocational education's needs in implementing the legislative mandates involves evaluation, monitoring, and related interagency relationships, this review of events of the past two years will take these phenomena into account. Due to the relative recency and specificity of federal regulations, it must be realized that obsolescence of the information contained herein at writing is predicted. The field is not at the end of the developmental period, but approaching, perhaps, a midpoint. Each of the concerns addressed in this paper, needs assessment, monitoring, evaluation and interagency linkages regarding IEPs, and provision for IEPs themselves, is in a state of flux. The sources of information from which this report was developed contain a time lag during which their redefinition was possible. The time frame for this effort is arbitrary, not related to an historic moment which obviates the necessity of synthesizing the components of a developmental period.

NEEDS ASSESSMENT

The overwhelming thrust of needs assessment relative to IEPs in vocational education being conducted by the states is one strategy for inservice teacher education. There exists an underlying assumption that vocational educators are directly involved in the development of IEPs. This assumption predisposes the states to include the efforts of vocational education IEP needs assessment with other teacher education needs in regard to the education of the "special" student.

The Division of Vocational, Technical and Adult Education, University of Arkansas, included IEPs in its assessment of competencies needed by vocational special needs teachers (Yung, 1978). The survey sought to determine the importance of each listed task and the confidence of teachers in performing the task. One item of the 42 tasks listed queried response to "Individualize course of study and build individualized education programs (IEP) to fit special needs students" (p. 30). Undefined IEP needs assessment information was contained in other questions in the survey:

> "Understand the legislation..." (p. 29)
>
> "Become familiar with federal and state guidelines..." (p. 29)
>
> "Identify the services..." (p. 29)
>
> "Maintain students records." (p. 29)
>
> "Identify supportive and resource personnel." (p. 29)
>
> "Collaborate with other educators, specialists, parents and special needs students in planning process." (p. 30)
>
> "Establish performance objectives...within selected occupations." (p. 30)
>
> "Identify instructional activities appropriate for special needs students." (p. 30)

"Implement individualized instruction for special needs students." (p. 30)

"Cooperate with other supportive personnel to provide needed remedial services." (p. 31)

"Refer students to the guidance counselor and/or other specialists (e.g., speech pathologists, audio-logists, reading specialists, etc.)" (p. 31)

"Develop and utilize two-way techniques for communicating with special needs students and their families." (p. 31)

Each of these questions contained components of the IEP process.

The University of Minnesota listed competencies for a needs assessment survey (University of Minnesota, note 1, 1979) which was designed to determine those competencies needed by vocational teachers as opposed to those needed by vocational supervisors/administrators. Of 143 competencies listed, eleven specific IEP competencies were identified; thirteen others contained unidentified IEP components. Once again these unidentified IEP components were contained in questions related to legislation, referral or consultation, and individualization.

In North Dakota a survey of all secondary, post-secondary, and adult vocational instructors, vocational directors, and superintendents was conducted by the North Dakota State Board for Vocational Education and the Department of Home Economics and Nutrition, University of North Dakota (Crawford and Cilz, 1979). They sought to establish inservice needs of vocational instructors in adopting programs for handicapped and disadvantaged students. None of the items specifically identified inservice needs with respect to IEPs; however, components of IEPs were contained in seven of the twenty needs queried. For example, "Adapting curriculum to meet individual needs of (mentally handicapped) special needs students," (p. 61) is clearly a part of the IEP process; so is "Working effectively with parents and staff" (p. 61).

The Division of Occupational and Vocational Studies, Pennsylvania State University, in cooperation with The Pennsylvania State Department of Education, surveyed the inservice needs of vocational teachers and support personnel (Thornton, Note 2, 1979). The instrument was designed to elicit Likert Scale ranks of the degree of importance of 41 tasks and need for inservice programs addressing these tasks. While IEPs were not specifically identified among the tasks to be ranked, this research contained several unidentified portions of the IEP process in terms generalizable to both handicapped and disadvantaged students.

McKinney and Seay (1979, p. 22) state, "Efforts to develop and use IEPs have revealed types of problems and needs that can interfere with successful implementation in vocational programs." Second only to "identification and assessment of special needs learners," they cite, "Lack of involvement of the vocational instructor in the development of the IEP" (pp. 22-3). The lack of involvement and expectation of continued lack of involvement in the development of IEPs seems to be reflected in needs assessments being conducted in the states.

The aforementioned examples of vocational education needs assessments regarding special needs learners have generally avoided the issue of the IEP. The teacher education institutions which have conducted the needs assessments have included components of the IEP process without identifying IEPs, specifically. It is important to note, however, that this broader-based strategy will provide a basis for sound, effective educational practices; and will also prepare vocational teachers to comply with the comprehensive IEP regulations, should they ever be reviewed.

Generally speaking vocational teachers identify with individualized instruction, because it is a concept that has long been a part of vocational teacher education programs. Individual student training plans have been a fundamental component of cooperative vocational education programs for several years. The IEP is essentially a formalization of individualized instruction for a targeted group, in this case the handicapped individual. In many districts the vocational teacher cannot readily identify with the IEP because it is a specific prescriptive device developed elsewhere. In practice the IEP is applied to vocational education, not generated by it. Frequently the IEP arrives as a directive for the vocational teacher, not as a vehicle by which the vocational teacher can initiate individualization of the vocational program.

The legislation which provided for the IEP in general and for the IEP in vocational education, specifically, established this non-involvement. P.L. 94-142 provided for the IEP in 1975. Not until the enactment of P.L. 94-482 (the Vocational Education Amendments of 1976), and subsequent rules and regulations requiring its implementation in 1977 was it specified that vocational education programs were to be developed in conformity with the IEPs of special needs students. Even with this provision for vocational education, the role has been interpreted as one of applied conformity instead of involvement. The lack of vocational education involvement in the development of IEPs is fundamental to the prediction contained in the Illinois Network of Exemplary Occupational Programs for Handicapped and Disadvantaged Students' project book: "The involvement of vocational educators in the formulation of the IEP will increase as more special needs students are placed in the "least restrictive environments for vocational training" (Illinois Network, N.D., p. 4).

It is not surprising, therefore, that the needs assessments studies conducted to date have been confined largely to inservice teacher education requirements. Whether the Illinois prediction of more students in the least restrictive environment means more vocational education involvement is accurate or not, practicing vocational educators will, at least, need to be better informed about the components of IEPs. The inservice-based needs assessment surveys assist in identifying what a variety of educators perceive these needs to be at the classroom level.

A review of the literature concerning the IEP in vocational education does not produce evidence of efforts to determine how effective vocational educators are at developing IEPs. Nor does it reveal attempts to determine what the role has been of vocational teachers in the development of IEPs. The Minnesota extensive list included, among several IEP competencies, "the ability to determine who must be involved in the IEP development and delivery process" (University of Minnesota, Note 1, 1979). This is the closest to an involvement question contained in any of the instruments. However, preceeding that competency was one earlier posed for examination which states, "the ability to develop an appropriate and complete instructional program plan for the student that also fulfills the requirements of the student's Individualized Education Plan (IEP)" (University of Minnesota, Note 1, 1979). This proposed competency contains the prevailing distinction that in vocational education a plan will be developed for the student, on the one hand, and that plan will be checked against the IEP for compliance, on the other. If, in fact, vocational teachers were involved in the development of the IEP it is reasonable to assume they would not design another plan which would need to be checked for compliance.

The Iowa Vocational Education/Special Needs Assessment Project (Greenwood & Morley, 1978) conducted an extensive survey to determine "the most effective uses of the financial and human resources available to local vocational education programs serving special needs students..." (Appendix). The instructions to all Iowa vocational education teachers regarding the project concluded with the advisory, "The results of this survey will be the major determining factor in guiding the Department [of Public Instruction] in the allocation of resources" (Appendix).

Demographic, programs, and class enrollment data were requested in the first three sections of the Iowa survey. Section D, entitled "Identification of Problem Areas" provided for identifying problems in working with handicapped and disadvantaged students independently. None of the items identified IEP development. Several contained IEP components, such as, individualized instruction, flexibility of curriculum regarding individual differences, teacher training in individualization techniques, and released time for planning time for special needs students.

In addition to the problem survey items, the concluding section of the instrument provided for vocational teacher perceptions of solutions to the problems. IEP components were contained in this section, but suggestions for improving the problem of IEP development were not included in the section focusing on proposed solutions.

Greenwood and Morley concluded, "The terms 'special needs' and 'special education' are viewed as synonymous by practitioners in the field. Consequently, teachers ignore the plight of special needs students on the rationale that special education will take care of the prob-

lem. Typically, special educators do not request the input of vocational educators while developing the Individualized Educational Program (IEP). Thus, vocational personnel are not provided opportunities to better understand the special needs of the student, nor are they involved in helping solve their problems (pp. 10-11).

STATEWIDE EVALUATION AND INFORMATION SYSTEM

It would seem, from the limited evidence of needs assessments procedures cited, that vocational education is frequently separated from the IEP developmental process--a recipient only of the outcome of that process. As such, IEP information as it pertains to vocational educators and contained in statewide evaluation and information systems can be no more than inferential, involved with issues of compliance. The data generated by the needs assessments must necessarily reflect the difficulties and inconsistencies in the IEP process. The IEP is a specific device. The questions and competencies surveyed were non-specific components of IEPs. Relating this data to IEP would, therefore, at best be inferential.

It must not be construed that the preceeding examination of needs assessments and the conclusions drawn are critical of the work cited. On the contrary, the research cited as examples appears to be realistic in its treatment of the IEP. It would be pointless to survey the IEP development needs of vocational educators when it is obvious that involvement in the IEP development process, is minimal at best. The purpose of citing these examples has been to identify the absence of involvement of vocational personnel in the IEP process.

Annual plans of twelve states were analyzed regarding their IEP monitoring and compliance procedures (Foley and Holland, 1978). The analysis found the "most frequently noted purposes for monitoring

were: (1) to meet federal compliance requirements; (2) to identify technical assistance needs and (3) to improve the quality of educational programs for handicapped children in the states" (p. 2). The twelve states, Arkansas, Connecticut, Georgia, Louisiana, Maine, Maryland, Massachusettes, Missouri, North Carolina, Oklahoma, South Carolina, and Tennessee each identified the content area to be monitored in terms of program component. But there was no indication that the monitoring and compliance procedures provided for vocational education participation in IEP development.

The Iowa Individualized Education Program (IEP) Procedure (1978) provides for "continuous evaluation of the efficacy of the special education program or service provided for each pupil..." (p. 146). This would appear to relate to any content area which makes up a part of that program. However, the subtle maintenance of the split between direct involvement of academic and vocational is contained in the directive of IEP contents: "establishment of goals and objectives to meet individual needs which are consistent with the pupil's total educational program and curriculum, including opportunities for vocational and career education" (p. 145). The subtle distinction lies in the words "opportunities for." A direct interpretation naturally concludes that identification of a vocational education program, such as carpentry, meets the specifications of these directives. Perhaps the absence of specifics regarding inclusion of that "opportunity" in the "pupil's total educational program and curriculum" is more of an indication of the sometimes distant relationship between vocational education and other educational delivery systems.

It should be noted that Iowa is presently engaged in a complicated

series of redefinitions and interagency agreements which may very well overcome the above-described subtlety. The purpose in using the Iowa IEP directives was not to establish a basis of criticism, but to cite an example of separation of delivery systems in the development of the IEP. Most other states have more divided delivery in this context and have not yet begun the Herculean effort of establishing interagency linkages.

A review of the evaluation and monitoring systems in selected states leads one to reduce the findings to a simple statement of non-existence. The likelihood that IEP involvement of vocational education is contained in the statewide monitoring evaluation and information systems is precluded by the definition of vocational education being an opportunity, or a resource for the specialized education program contained in the IEP. There is minimal evidence of efforts to develop an integral role for vocational education in the development of an IEP.

INTERAGENCY LINKAGE

Two possible forces exist which could alter the limited involvement of vocational education in the development of IEPs. The most direct would be legislative mandate. If the rules and regulations governing the development of IEPs provided that all delivery systems must be represented in the planning process, compliance monitoring systems would assure that vocational education was adequately involved. The other force would be the development of interagency agreements which are sensitive to the importance of involvement of all parties in educational planning for handicapped individuals.

The Idaho Department of Education produced an interagency planning document (1978) for special education and related services for handicapped students which delineates service areas and specifies coordination intent:

> For those students enrolled both in a special education program as well as a vocational education program, it is suggested that the development of the student's IEP be coordinated between the two programs.
>
> It is the recommendation of the Division of Vocational Education that district special education programs be responsible for pre-vocational skills training to include exposure to a wide variety of vocational skills, settings, and prerequisites, and that the district vocational education program be responsible for the direct vocational training in preparation for job placement.
>
> [The]...Idaho Department of Education and The Division of Vocational Education have committed by agreement that coordination will take place. It is most important the coordination and support of pre-vocational and vocational education for the handicapped be in place at the local level for Individual Education Plans to be effective (pp. 14-15).

The principal problem associated with a legislative mandate is the likelihood of inflexibility; that is, language so specific that the humanistic needs of handicapped individuals are subordinated by the compliance requirements. The problem associated with the interagency agreement force is the opposite. Too much interpretation can reduce the requirement for cooperative effort in IEP planning to simply a good idea. But these problems are minor in view of the present conditions. Handicapped individuals are not being served in a manner consistent with the intent of the law, because institutional elitism in the form of dominance of delivery systems is preventing adequate service.

The IEP in vocational education has not developed beyond the 1977 statement of the National Advisory Committee on the Handicapped:

> By the letter of the law...the IEP could theoretically be the product of just two members of the school staff---The child's teacher and one other academically qualified person---provided that the parents steadfastly declined or refused to participate and that the child clearly was unable to contribute. By the spirit of the law, however, not to speak of appropriate professional practice, the IEP's preparation will definitely involve not only one or both parents and probably the child, but other teachers and staff special and "regular" alike---directly involved in the child's school experiences" (p. 7).

SUMMARY

In many states statewide needs assessments relative to IEPs are being conducted to the extent that the information will serve vocational teacher education. These needs assessments reflect the alienation of vocational education from involvement in the IEP developmental process. While the knowledge of special training needs generated by these research efforts is useful and important information, it does not prescribe a means for overcoming the separation of delivery systems that can and should be involved in the cooperative development of IEPs.

Generally, vocational education IEP provisions are not a part of the state's monitoring and evaluation system. Efforts to insure that vocational education delivery systems are an integral part of the planning for handicapped individuals have not been extensive, and in most states have been nonexistant. Compliance with spirit, if not the letter, of the law is not being evaluated in terms of the participation of vocational education.

Legislative mandates and/or interagency agreements are required to overcome this void in the IEP developmental process. Both pose certain problems, but none of the problems are so great as denial of the potential contribution of vocational education to the education and economic independence of handicapped learners. There can be only one direction in which education can go if the career development needs of handicapped persons are to be met. "If handicapped students are enrolled in vocational education, it is vital that vocational educators be integrally involved in planning, writing, and implementing the IEP" (Phelps, 1979).

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Consumer and Advocacy Involvement in the Individualized Education Program

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It is likely that the decade of the 1970's will be remembered as those years in which the rights of handicapped individuals were firmly established by the enactment of state and federal statutes, by case law decisions, and by the promulgations of regulations. The rights of the child, the parent(s), and the responsibilities of the community have been clearly delineated for the planning and delivery of education and other government sponsored programs and services.

The passage of P.L. 94-142 and the signing of the section 504 regulations of the Rehabilitation Act of 1973 are the culmination of parent group efforts in such right-to-education cases as the Pennsylvania Association of Retarded Citizens vs. the Commonwealth of Pennsylvania and Milis vs. the District of Columbia Board of Education. These efforts have been strongly reinforced by groups such as the American Coalition of Citizens with Disabilities who have brought handicapped individuals together for political action.

These laws have been heralded as the Civil Rights Act for the handicapped. Now, three to four years later, the initial excitement has worn and left us with a clearer perspective regarding the role that parents and consumer groups must play in the education process, and specifically in vocational education. Vocational education is, and will continue to be important to handicapped individuals. Data from sources such as the U.S. Census of 1970, which reveal that only 42% of the handicapped are employed as compared to 59% of the total population, will continue to reinforce the critical need for handicapped individuals to have appropriate and job-relevant vocational education.

P.L. 94-142 places a large responsibility upon parents and the educational system to plan and implement appropriate programs for handicapped individuals between the ages of 3 and 21. There are a number of strategies and resources that are instrumental for insuring that parents and advocates participate effectively in planning vocational programs.

INFORMATION NEEDS

Parents must learn their rights as they are specified in the law. A right unexercised is no right at all. Consumer groups working with the schools should provide information in a form that can be understood by the average parent. Workshops should be held throughout states and within communities which are designed, not only to share information about rights, but to share common concerns about the educational and career development of their child.

AWARENESS OF DUE PROCESS SAFEGUARDS

Procedural due process--the right to protest--is a necessary ingredient in every phase of the handicapped child's education. These safeguards identify ways in which parents, consumers, and advocates can protest if the schools fall short in complying with federal or state laws.

More importantly, procedural due process ensures that all parties have an equal and effective voice in the educational process. Among other things, due process helps to provide feedback on whether or not the intents of all concerned are mutual. Due process also gives parents and consumers parity with professional educators which helps to legitimize educational decisions. All parties should recognize that the concept of due process increases the level of communication and shared decision-making between educators and consumers, and thus makes long range planning more accurate.

CAREER COUNSELING

Information must also be obtained by parents about realistic career goals for their children. Too often well-meaning vocational counselors who work with the handicapped individual do not realistically assess the job potential of the individual involved. Counselors can use local consumer and advocacy groups to identify disabled individuals who can serve as resource persons. Disabled resource consultants can provide information and role models for the types of jobs that individuals with various disabilities can attain. Consumer groups can also provide resource information concerning technological advances (e.g. new prosthetic devices, electronic equipment, etc.) that would enable handicapped students to pursue new and different occupations.

BUILDING INTERAGENCY COOPERATION

Vocational education does not exist in a vacuum. From the career awareness stage through the exploration and preparation phases to job placement, a cooperative relationship has to be established between the schools, vocational rehabilitation, parents and consumers, and the business sector. In the past, a number of interagency conferences and workshops have excluded one or more of these groups. The key to establishing good interagency relationships is to have open communication among these groups at all levels.

USING ADVISORY COUNCILS

In accordance with P.L. 94-482 vocational education uses advisory councils at the state and local levels to plan and evaluate programs and services. State advisory councils for vocational education must include at least one member who has knowledge of the special educational needs of the physically or mentally handicapped. A similar federal requirement for local advisory councils was announced in April, 1980. Individuals filling these positions may or may not be handicapped themselves.

To be highly effective these advisory councils should include representatives of vocational rehabilitation, special education, and the business community. Vocational rehabilitation's input is essential to ensure that the vocational education received leads to relevant employment.

Vocational education advisory councils must work closely with consumer groups and Governor's and Mayor's Committees on Employment of the Handicapped to provide educational programs for the business community. Such programs must highlight the capabilities of handicapped individuals, and the responsibilities of the business and industry com-

munity under Section 503 and 504. As a part of these efforts, handicapped individuals can inform by providing role models and literature that breakdown the traditional strategies and demonstrate that handicapped individuals can be productive members of society.

COST CONSIDERATIONS

The potential political backlash from P.L. 94-142 and other similar federal mandates is a real concern for parent and consumer groups at the present time. In times of taxpayer revolts and major economic recession, the fear of reducing appropriations for social programs is a real one. Over the past couple of years considerable debate has taken place concerning the need versus the cost and practicality of making facilities accessible, purchasing adaptive equipment, and providing other related services. Lobbying efforts and studies are needed to demonstrate that effective vocational programming for the handicapped both fulfills a social/constitutional obligation and saves taxpayer dollars in the long run.

A FINAL COMMENT

The handicapped individual has a major responsibility in the process described above.

> The handicapped individual must be informed of his/her rights under the new legislation. For years, handicapped individuals have allowed parents, rehabilitation professionals, and educators to make decisions for them instead of making them themselves.
>
> The consumer movement of the last year has illustrated what can be done if individuals with varying disabilities sharing common goals join together into a coalition. Knowledge about rights can keep this movement vibrant. Joining with rehabilitation professionals, educators, who share common goals can make this a powerful coalition for political action.

> The American Coalition of Citizens with Disabilities is such an organization on the national level. There are state coalitions in Oklahoma, New Mexico, California and Texas. Many local communities have consumer and parent groups working for goals of common interest in these areas.

It is an exciting time for handicapped individuals. If we are to protect what has been so long in coming and are to continue to integrate into society, continual involvement of handicapped people is a must.

Interagency Cooperation and the Individualized Education Program

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Since 1976 interagency cooperation and the Individualized Education Program (IEP) have been two of the frequently discussed topics in the field of vocational education programming for handicapped learners. This paper will discuss a number of policy issues relative to interagency cooperation and the IEP. However, before these issues can be adequately addressed, several concerns critical to both interagency involvement and the IEP must be separately identified and explored. Following individual analyses, the central issue can be discussed from a more specific point of view. Overall, this examination of interagency cooperation and the IEP should provide a conceptual basis for allowing the IEP to become an effective educational planning process rather than a compliance document for local education agencies.

INTERAGENCY COOPERATION

Traditional, interagency cooperation and/or agreements have tended to be more rhetorical than real. Although this broad general-

ization has some exceptions, a large number of professionals may feel that it is true. If such thought is perceived to be valid, then the functional utilities of the cooperation and/or agreement is hampered significantly. It seems as though a great deal of this skepticism is developed from the underlying idea of "turfdom" and a general feeling of mistrust for agencies and professional peers that are unfamiliar.

"Turfdom" is generally discribed as a feeling of territorial rights which often transfers itself to a limited view of the way in which services ought to be delivered or provided. For example, some special educators feel strongly that they should be totally responsible for educating handicapped students at the secondary level. No intrusion is expected or tolerated. When this point of view is continually perpetuated, the individual student is oftentimes ignored, and may be viewed only in terms of a completion or case closure. As various educational fields and ancillary agencies have grown and become highly specialized, there is a tendency to become totally immersed in their respective areas of expertise. This total immersion into a given content area continues to solidify the "turfdom" concept, and the tendency to disregard the knowledge developed in another content area.

Disregarding the knowledge developed in another content area also leads to a general feeling of mistrust in reference to "other" educational fields or agencies. Special education may feel as though vocational education is not responsive to handicapped students, and vocational rehabilitation has a limited effect on students due to bureaucratic roadblocks. In comparison, vocational education may feel as though special education is "dumping" handicapped students into occupational prgrams without providing adequate support services and may be unaware of

what vocational rehabilitation counselors are supposed to do. Vocational rehabilitation, on the other hand, may feel as though special education in and of itself is inadequate, and that vocational education is far too involved and technical for most handicapped students.

Misunderstanding can oftentimes breed mistrust, and it is for that reason that interagency cooperation does not simply occur; it evolves. However, before that evolution can take place, each participant should confront the misunderstandings and differences of opinion that actually exist. The confrontation that generates an understanding of roles and responsibilities need not be hostile; it can be a learning experience for all parties. However, unless the differences are identified and dealt with the idea of "turfdom" and the feeling of mistrust may continue to compound itself over time.

Once the confrontation aspect of interagency cooperation has been effectively handled, the process of establishing interagency agreements and working arrangements can proceed. A key point in interagency agreement negotiations is the systematic and sequential outlining of services to be delivered and/or provided. Special education's knowledge of learning technology can be matched with vocational education's knowledge of occupational content. Vocational rehabilitation's ability to provide for specialized services can be applied to the individual special education student in a given vocational education program.

A close examination of the student's occupational development will most likely reveal the need for concentrated instruction or assistance in three distinct areas: job readiness, job preparation, and job proficiency. The fields of special education, vocational education, and vocational rehabilitation have unique and complementary roles to play in each of these areas.

Special education can be very adept at meeting the student's needs in reference to job readiness. The job readiness aspect of occupational development includes a heavy emphasis on prevocational skills, or those basic skills that apply to any occupation. Such skills as "applying for a job" are fundamental to entering the world of work.

Vocational education can be very adept at meeting the student's needs in terms of job preparation. Job preparation includes the development of those skills that apply to specific occupations or jobs within a specific occupational cluster. Historically, vocational education has prepared students for employment in business and office, agricultural, home economics-related, industrial, distributive, health, and technical occupations.

Vocational rehabilitation can be very adept at meeting a student's needs concerning job proficiency. The services related to job proficiency may include the development of those specialized skills that apply to a given job site as well as possible financial assistance pertinent to advanced occupational development.

For these kinds of services to be sequentially provided, each field and agency has to delineate it's responsibility in a functional sense. Although there is some overlap of services when it comes to individual students, the actual duplication of services can and should be avoided. Duplication of services not only confuses the issue of interagency cooperation, but more importantly, confuses parents, advocates, and the recipient of these services, the student.

THE INDIVIDUALIZED EDUCATION PROGRAM (IEP)

The IEP is, of course, the federally mandated program plan that accompanies each handicapped learner through his or her educational

experience. In principle, the IEP is more than a mandate; it is a sound instructional process. However, many of the concerns voiced about the IEP to date have not focused on instructional technique, but on institutional or compliance procedures. The questions raised have not been whether or not the individualized education program is improving a student's performance, but rather whether or not the paperwork is in place. This point of view does not allow the IEP to be anything more than a mandate.

It is important to note that while the concept is relatively new to education, individual client plans have been in existence for several years in other human service agencies. Individualized Written Rehabilitation Plans (IWRPs) have been required in vocational rehabilitation agencies since 1946.

The actual mechanics of the IEP, or, for that matter, IWRP are relatively simple. The implementation of the concept is where the difficulty generally seems to arise, especially where cooperative relationships do not exist or are not functional. Without mutual consideration, planning and development, the IEP can become a single-sided document for an individual with multi-faceted educational needs. Properly defined and developed, the IEP and IWRP can be the cement that binds the essential cooperative relationships of service providers together.

Once special education, vocational education and vocational rehabilitation begin to understand their relationship to one another, the various areas of expertise can be molded to fit the unique needs of a given student. For example, special education brings to the IEP a positive indication of student learning strengths and style. Vocational education

brings to the IEP a variety of occupational offerings that can be aligned with student's learning strength areas, and vocational rehabilitation can introduce ways in which this educatonally based experience can be enhanced with support services and, in many instances, part-time employment.

The IEP possesses the inherent capability of providing a system of checks and balances through periodic feedback and review. It also enables instructors and agencies to not only challenge students, but themselves as well.

The periodic feedback and review can serve as the formal impetus for enroute assessment of the handicapped learner's occupational preparation. It can also allow special education, vocational education and vocational rehabilitation the opportunity to continually react in and among each other, thus further articulating the developing cooperative relationship. This continual interaction can serve to foster the evolution of the cooperative relationship and breathe life into cooperative agreements.

An expedient way to render the IEP or IWRP nonfunctional is to fail to let either document challenge the student or those charged with the implementation of individual plans of action. This challenge provides the opportunity to maximize the student's educational experience.

Up to this point, the IEP has been discussed in rather generic terms. This is somewhat misleading when referring to the handicapped learner's experience in vocational education. There may not be, in most educational settings, a separate vocational education IEP. In these instances, it is practical to think in terms of the vocational education aspects of the IEP. Within the realm of the vocational education aspects

of the IEP interagency cooperation and the IEP can be specifically addressed.

Another criticism leveled at the IEP concept in general, is the amount of time that is involved in developing a meaningful document. This legitimate concern can be somewhat alleviated through establishing the vocational aspects of the IEP as opposed to the development of a separate IEP dealing exclusively with vocational education. Developing the vocational education aspects of the IEP allows special education, vocational education and vocational rehabilitation to appropriately "plug into" a single document.

INTERAGENCY COOPERATION AND THE IEP

As outgrowths of federal legislation, interagency cooperation and the IEP are intended to strengthen the quality and extent of services to handicapped students. The IEP is also designed to outline the scope and sequence of the handicapped learner's educational experience.

The vocational education aspect of the IEP is that section of the total document that directly relates to vocational education. In relationship to interagency cooperation and the vocational education aspects of the IEP, at least two major sections will be explored by policy makers at the state and local level: appropriate IEP participants, and the developmental sequence of the vocational education aspects of the IEP.

IEP PARTICIPANTS

As local officials formulate policies regarding IEPs in vocational education, careful consideration should be given to involving the appropriate personnel.

1. Special education teacher - The role of the special education teacher in the development of the vocational education aspects of the IEP is to provide information relative to individual student learning characteristics. This information may take the form of individual cognitive styles of learning, current academic functioning, any specialized aptitudes that may have been identified, the student's vocational interests, or the results of career exploration experiences.

2. Appropriate vocational education teacher - The vocational instructor's role in this process is to analyze any components of the given vocational education program that may be applicable to the individual student learning characteristics provided by the special education teacher. Information discussed at this time may be singular clusters, sub-clusters or units within a comprehensive vocational education such as Building Trades or a Nurse Aide program.

3. Parents or guardians of students - The role of the parent or guardian of the student in the development of the vocational education aspects of the IEP is to provide additional information relevent to the student's characteristics, abilities, or special interests that may influence his/her success in a vocational program. The IEP staffing also provides the opportunity for the parents or guardians to become familiar with instructors, administrators and the instructional process. It also enables the parent or guardian to establish ways in which they can supplement the learner beyond the in-school environment.

4. Coordinator of special education or appropriate representative of school system who supervises or provides for special education services - The function of this administrator-type person is to be responsible for the way in which the staffing is conducted. They may also be responsible for the preliminary work involved in initiating the staffing itself. Further duties may include management of the paper produced in the staffing.

5. When appropriate, the student - There are many occasions in which the student can and should be involved in the IEP staffing. On those occasions when the student is involved, his or her role is analogous to that of the parent or guardian (i.e., providing additional relevant information, and familiarization with the plan of action).

6. Ancillary agency personnel - In situations where vocational rehabilitation is part of a cooperative agreement, these persons can contribute valid information in terms of additional student observations or services that can

supplement the entire staffing process. Even if the Vocational Rehabilitation counselor does not have extensive involvement with the student at this point in time, participation in the staffing can provide valuable information for potential future referrals regarding the direction presently being taken with a given student. Participation in this process also helps to avoid duplication of effort with an individual at a later date, and provides the foundation for the extent and type of service at a time when rehabilitation's involvement is increased.

7. Others - There certainly are times when appropriate others can be involved in the IEP staffing. In relationship to vocational education, the local system vocational supervisor, coordinator or director would be one of the appropriate others. This person could contribute information relative to the total vocational education program and staff in response to an individual student's needs.

Developmental Sequence of the Vocational Education Aspects of the IEP

In addition to selection of participants, careful consideration must be given to the sequence and procedures used in developing the vocational education aspects of the IEP. The outline which follows suggests a number of effective policies for this development process.

1. Determination of present levels of vocational performance

   What to Include

   a. student preferred interest

   b. results of vocational interest assessments, if available

   c. results of aptitude assessments, if available

   d. a description of prior vocational or occupational experiences

   *e. results of exploration activities in and among various regular vocational education, industrial arts, or consumer and homemaking programs.

Where to Include: As part of student assessment or present level of performance data for the total IEP.

*If not available, and assessment data is inadequate, exploration activities in and among regular vocational programs may be reflected in statement of annual goals and short term objectives.

2. Statement of annual goals and short term objectives

Annual Goal

What to Include:

a. Scope of the student's vocational education experience

b. Vocational education cluster area, sub-cluster area, or unit that student will be involved in

Where to Include:

As attachment to total IEP and on total service plan in the appropriate place

Short Term Objective

What to Include:

a. Sequence of student's vocational education experience

b. Vocational education sub-cluster area, unit, or task that student will be involved in

Where to Include:

As part of attachment to total IEP.

Resources for Developing Annual Goals and Short Term Objectives for Vocational Education Aspects of the IEP

A. Vocational education instructors who utilize a sequenced curriculum approach (probably most valid resource).

B. VOTECS (Vocational-Technical Education Consortium of States) Catalogs which are presently available in a variety of occupational areas in many states.

C. State curriculum guides or supplements in the various occupational areas.

D. Local curriculum guides or supplements in the various occupational areas.

3. Specification of vocational education services to be provided and the duration of services.

What to Include:

a. date of initiation

b. programs in which the student will be enrolled.

c. additional agencies or services (including curriculum or equipment modifications) that will be provided for student

d. percentage of student time in regular vocational classes

e. projected length of services

f. projected review date

Where to Include:

As part of IEP in appropriate section, usually on the total service plan

4. Specification of evaluation criteria

What to Include:

If annual goals and short term objectives are properly stated, they can suffice as evaluative criteria. However, as objectives and goals are met, they should be recorded and checked off on the statement of annual goals and short term objectives. Proof of attainment (data, tests, checklists, etc.) can be kept in individual student folders, and presented at the annual review meeting.

Where to Include:

As part of individual student records, and checked in the appropriate place on statement of annual goals and short term objectives in the vocational aspects of IEP.

SUMMARY

Individual education programming and cooperative interagency relationships are inseparable if the vocational education of handicapped learners is to be comprehensive and effective. State and local education and rehabilitation agencies must establish climates where interagency agreements and working relationships are allowed to flourish. Without a concentrated and conscientious effort, cooperative agreements and systematic planning will continue to be rhetorical rather than real. And sadly enough, the individual that all agencies are commited to serving may become a secondary consideration.

The IEP is and can be a sound instructional technique rather than merely a mandate. However, for that to occur, the IEP must cease to be a procedure and come to be an interagency, student-based planning process. It is within this context of being a process that interagency cooperation comes to life. Universities and colleges can also play a major role in this process by addressing the unique staff development and in-service needs that will surely surface as cooperative relationships evolve from theory into practice.

Addressing the vocational education component(s) of the individualized education program allows agencies and educators from various fields to focus directly on the occupational preparation of handicapped individual. However, unless vocational education, special education and

vocational rehabilitation equally contribute to this process, unnecessary time, resources and effort will be spent, consumed, and wasted.

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Inservice Staff Development and the Individualized Education Program

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In view of the limited pre-service teacher education programs focusing on career and vocational education for the handicapped and the rapid advances that are being made in career education techniques, there is a manifest need for inservice education in this field. As Hoyt (1973) indicated, career education is largely dependent upon the preparation of existing school personnel to deliver local career education services. This necessitates a vital inservice program that fills individual gaps in knowledge and skills and builds awareness of the need to provide all exceptional learners with career development experiences. As evident as this inservice training need is in career education, in general, it is even more compelling in career education programming for exceptional students. In this instance, professional practitioners need preparation both in career/vocational education and special education, a combination rarely found in a single teacher or counselor. Thus, competencies have to build in the two areas, providing special education

preparation for career/vocational educators and career/vocational education competencies among special educators.

The scope of this problem has only recently received initial consideration (Hoyt and Hebeler, 1974). As a consequence, patterns for preparing career/vocational education personnel in special education and special education personnel in career education are only now emerging. Thus, the tendency has been to borrow and integrate the best inservice practices from both fields. Unfortunately, agreement has not yet been reached concerning what is best in the two fields, either in relation to content or instructional procedures. By and large, inservice training interventions are following common-sense models using approaches such as lectures, discussions, and readings concerning curriculum development and instructional activities, participation under supervision in simulated career education functions, participation in a variety of workshops and seminars that combine academic presentations, case studies, and the preparation of career/vocational education materials.

Even if this traditional route would continue to be followed, it would probably require some years to crystallize inservice programs that bring career/vocational and special education skills. However, even as educators confront this long-range prospect, a complication is occurring. By reason of law and professional standards, educators serving exceptional students are now being required to develop individual educational plans for their students. This mandate is not restricted to academic and traditional subject areas alone, but extends into every phase of the school program, including vocational and career education. Such a development is particularly challenging since school educators and teacher educators have traditionally been more ready to discuss

individual differences and individualized programming than to deliver an ongoing individualized career education service program. Until recent times, much career education in school practice concerned itself with group approaches in which only certain limited provisions were made for individualized educational plans. Even at best, these individual approaches focused more sharply upon career education content than upon individualized instructional procedures.

Currently there is emerging a strong interest in career education instructional packages. These packages, often selling for substantial sums of money, are usually attractive and sophisticated tools. Commonly, the packaging process is initiated by a survey of the needs and characteristics of a group of students, followed by the formulation of content and presentations that, hopefully, are compatible with the career education needs and learning attributes of individual students. The general theory is that a resultant package will be useful for a substantial proportion of the defined target population. In an effort to heighten the usefulness of career education packages, provisions usually are made for inservice training of educators who will be using the materials. This training usually takes the form of mass inservice training for mass usage of mass materials.

Yet, members of the special education career education student population are, by definition, at the extreme ends of most educational distributions. Indeed, many of them do not readily learn from preplanned "commercial" approaches that are built upon assumptions of comparability of learners that enable them to be grouped for instructional purposes. As a reaction to mass interventions, most educators feel that such students should be instructed within the framework of an

individual educational plan, devised expressly for that individual. This movement toward the IEP now is spilling over into inservice training procedures. Can customary inservice procedures which are predominantly group-oriented prepare educators to plan and program individually for each handicapped student? Logic suggests that group staff training approaches are in contradiction to the individualization techniques that they purport to teach. Thus, inservice efforts may encourage more enlightened instructional methods while exemplifying in the training situation the more conventional and traditional group training interventions.

Ideally, an inservice training program for career/vocational educators of exceptional students should be conducted through using the procedures that are advocated for instructing one's own students. If professional training is being given concerning student discovery approaches to occupational choice, should not educator-trainees engage in discovery activities as an integral part of the inservice experience? Similarly, in learning the use of individual educational plans, inservice trainees should work with their trainers in developing such plans for themselves. Even a casual experience with adult professional learners suggests that individual differences in learning attributes and needs prevail among them and that the possession of a bachelor's or a master's degree does not preclude the existence of learning idiosyncrasies and problems. On the contrary, many of the supervisory difficulties that arise with individual educators have their roots in undetected but nevertheless critical learning atypicalities that make inadvisable the use of common group inservice training approaches.

One positive step that can be taken to cope with this problem is to give a lower priority in inservice training to assemblages of educators brought together in an artificial learning environment in which transactions are conducted almost exclusively in word symbols. For some career/vocational education personnel (as in other fields of education) verbal interchanges may lead to intellectual mastery of the content. But, even this limited attainment fails to occur in a sufficient proportion of instances, thereby raising questions about the cost-benefits of such an approach. Beyond that, however, only a fraction of those who acquire learnings from traditional workshops, seminars, discussion groups, and the like automatically move beyond the words into a mastery of instructional skills. Not infrequently, successes are chalked up for verbal inservice training interventions because the evaluation procedures assessing the outcomes also are verbal. Thus, the changes that have been observed in training participants are changes in verbalization, but not necessarily in teaching behaviors.

Career/vocational education for exceptional students has its own defined knowledge requirements and data base. Educators need to be aware of concepts, programs, research, and procedures, but, unless this information is translated into effective professional and clinical action, inservice training benefits do not filter down to handicapped students. In this connection, it is important to note that ideas and responses acquired in one setting may not automatically be generalized to others. For example, the Learning Capacities Research Project (Rusalem and Rusalem, unpublished) reported that even if new teaching behaviors are adopted by the participants in an inservice training program in a seminar or workshop room, there is not assurance that

these responses will be applied meaningfully to school situations once the learners have left the inservice training room. On the contrary, it was found that professional learnings acquired in academically-oriented instructional environments tend to be highly fragile. Accordingly, even if inservice trainees are able to talk about their learning in a post-training period, this does not guarantee that these expressions can be implemented in career/vocational education programming for handicapped students.

As a consequence, inservice training efforts gradually are moving out of academic and conference environments into real-life work settings. For example, in conducting a project on the inservice training of special educators for career education functions, Teachers College, Columbia University (1978) relied on a strong on-site component in which inservice trainers spent time with each participant directly in the educator's job situation. In this way, content could be keyed to situational need and individualized instruction of the educator could address itself to compelling local problems. The evaluation data flowing out of this Project indicates that by-passing transfer problems by providing in-service directly in the participant's professional environment was effective in individualizing inservice instruction and promoting the immediate use of inservice learnings in actual individualized student programming.

In this model, the inservice trainer enters the educator's school system and spends as much time as necessary in that setting to become familiar with the existing program and personnel. This is accomplished through observations of career/vocational education activities for exceptional students, interviews with administrators and school personnel,

discussions with exceptional students and their parents, conversations with community agency representatives, and reviews of instructional materials, career/vocational education curricula, and case records. In cooperation with the inservice trainee and other school staff members, the trainer identifies high priority inservice training needs in that situation. This finding serves as a basis for developing an individualized inservice training plan which includes activities which the trainee is to undertake under the trainer's supervision in the normal course of offering career/vocational education services to exceptional students in that school situation.

In the Teachers College experience, the training and content differed from trainee to trainee in accordance with the unique conditions and requirements of the school at which the training was offered and the unique characteristics of the individual professional learner. It may be helpful to list a few of the joint trainer-trainee activities which can be used differentially for the career education of exceptional students:

... development of an occupational library

... formulation of stronger relationships with state vocational rehabilitation agencies

... development of an employer advisory group

... involvement of voluntary vocational rehabilitation agencies in the school's career education program

... creation of a life skills instructional program

... establishment of a resource file of community residents and institutions capable of informing students about various occupations

... development of a minicourse for students concerning an orientation to the vocational rehabilitation process

... initiation of a mechanism for periodic fourway meetings among special educators, career educators, vocational educators, and vocational rehabilitation personnel.

This inservice model also provided for conceptualization and consultation experiences for trainees. Thus, throughout the training period, trainers and trainees met as a group and individually at Teachers Colleges to review each week's experiences and to relate them to career education theory, principles, and practices. In this way, each trainee's day-to-day work was placed in a conceptual framework and was reviewed and strengthened by feedback from peers, and trainers. The outcomes of the Teachers College approach were reported as follows:

> "In summary, all of the Project's goals have been met, and in most instances they have been surpassed."

Prominent among these objectives were: preparation of an inservice training manual concerned with the career education of exceptional students that could be used by school systems and colleges and universities to establish and maintain programs in this area and the development of similar inservice training programs in other colleges, universities, and school systems. It may be concluded that a major component in the success of this training effort was its focus upon working with trainees in their own school settings on those problems that were locally considered most relevant for their students and their communities.

The Teachers College experience has been described in this paper not because of its exemplary character but as an illustration of alternatives to short-term, "hit-and-run" inservice training designs which place a heavy emphasis upon verbalizations delivered in an artificial

learning environment. Other attempts to individualize special education career education inservice training and to conduct such training in the context of ongoing service programs are in progress. As reports of these efforts are issued, it will become increasingly possible to assess such training alternatives for possible use in any specific service situation. Although progress is being made in developing individualized special education career/vocational education inservice training, such individualization has been largely confined to program content. While even this constitutes a major advance in the field, it does not meet the concurrent need for a type of inservice training that is compatible with the unique learning characteristics of each educator. This problem was explored in some depth by the Learning Capacities Research Project (Rusalem and Rusalem, unpublished).

Some adult learners have intact learning mechanisms and conventional learning styles which enable them to benefit from almost any type of inservice instruction. Even in instances in which virtually any form of instruction will yield positive inservice learning outcomes, learning effectiveness will be higher or lower depending upon the type of instruction offered. Thus, when working with a competent learner, inservice instructional personnel can increase or decrease the learning outcomes in an inservice situation by altering their teaching style to make it more or less congruent with the learning style of the individual. Although learning gains or losses attained in this way by "good" learners may not be highly significant, they can be critical for those who have deficits in their learning capacities or who have atypical learning styles.

Since adult learners in an inservice experience often avoid revealing their learning problems and discussing the strategies they use in coping with their difficulties, the inservice instructor often is unaware of their problems. In such instances, the inservice participant nods his/her head at the proper times, adopts a facial expression that suggests understanding, writes notes in an apparently confident fashion, and refrains from asking questions that might reveal a lack of understanding. Relying on these behavioral expressions as indications of learning effectiveness, an inservice instructor may assume erroneously that adequate learning is occurring. In exploring this phenomenon, the Learning Capacities Research Project found that anywhere from 25% to 50% of educators who participate in inservice training activities learn only a fraction of the material presented by the instructors who use group instructional methods.

The term "learning disability" may not be an appropriate one for describing these problems since they are not that limiting. Yet all of us have learning problems to one degree or another in certain learning areas under certain instructional conditions. However, when faced with cost-benefits problems and the need to provide inservice training at low cost to as many educators as possible, those who plan and implement inservice career/vocational education training programs for handicapped individuals continue to rely substantially on group methods. Yet, how costly is an instructional program that fails to achieve specified inservice training with a large proportion of participants?

As long as inservice training continues to be delivered through workshop, lecture, discussion, or seminar procedures, satisfactory levels of individualization of instruction will be difficult to achieve.

However, the growing emphasis in inservice training on one-to-one supervisory training models makes it increasingly possible to respond to individual learner styles. Accordingly, the Learning Capacities Research Project reported that shifting from mass to one-to-one inservice training methods facilitates the adoption of selected custom-designed instructional interventions that yield improved learning outcomes for many inservice participants. This emphasis on tailoring instruction to inservice trainees has sparked a mounting interest in techniques for evolving an individualized educational plan for each professional learner.

During recent years, the Learning Capacities Research Project has been developing inservice training patterns built around a custom-designed learning plan for each professional participant. In this approach, the Learning Capacities Screening Measures, the Learning Capacities Personnel Screening Schedule, and the full Learning Capacities Evaluation are used by trained Learning Capacities personnel to identify appropriate procedures for each trainee. Essentially, this process consists of the formulation of hypotheses about each professional worker's learning attributes and, in microteaching situations, testing these hypotheses and exploring the ramifications of individual learning capacities through systematically varying such teaching-learning conditions as: instructional procedures, the physical and affective environment, and learner strategies, the evaluative process continues until the most productive combination of these variables is identified and translated into the most promising inservice training approach for each participant.

Throughout the evaluation experience, the inservice training participant and the learning capacities specialist have a joint purpose--to promote career/vocational education instruction effectiveness, not to pinpoint disabilities and deficits. Thus, the total thrust in the Learning Capacities trainee evaluation is toward helping the person to identify learning strengths and to develop strategies to use these strengths in mastering career/vocational education instructional skills. This approach contrasts with those that unearth learning deficits and aim at remediating such deficits, a dubious possibility at best for most adults. On the contrary, the Learning Capacities Research Project has found that adult learners in an inservice situation benefit more from developing their strongest residual learning capacities than from attempts to remediate their weakest learning areas. The learning capacities evaluation of the inservice participant centers upon observations of behavior that the educator will have to perform in relation to handicapped students in his/her own school, such as:

... adapting existing occupational materials to make them more accessible to the individual exceptional student

... organizing and coordinating community resources

... serving as an advocate for the student in the school and the community and simultaneously training the exceptional student to serve as his/her own advocate

... providing leadership and expertise to the school and the community in identifying and eliminating architectural barriers

... preparing students to cope with the attitudes of others toward their disabilities

... educating non-handicapped persons in the exceptional child's environment to view his/her vocational potential more realistically

... assessing the exceptional student's learning style and helping the school to make its procedures more compatible with that style

When these and/or other high-priority tasks in a school are identified, the Learning Capacities personnel work with the school staff to find the most parsimonious means of teaching each professional person concerned how to perform these tasks. This is accomplished through developing a micro-teaching situation around a sample of the task and observing how the educator performs it under the "natural" conditions of the school environment. If performance falls below the standard set for any such task, attempts are made to improve that performance by systematically altering the instructional method used, the environmental conditions under which the educator is being instructed, and the strategies that are being used by the educator in coping with the learning situation.

At the end of the assessment, the Learning Capacities specialist, the inservice trainer, and the trainee agree on which inservice instructional methods should be used to train the career educator in each of the key career education tasks. On the basis of this joint experience, an inservice training procedures report is prepared cooperatively by the Learning Capacities specialist, the educator, and the inservice trainer which spells out in specific detail the preferred instructional methods that should be used to upgrade the career education skills of this educator. The means of implementing this inservice training pre-

scription varies from one trainee to another and one school to another. Thus, the inservice training plan for one trainee can be quite different from that for another.

In the career/vocational education of exceptional students, inservice training has tended (as in other areas of education) to follow models which talk about, depict, and simulate career education reality without involving the trainee in that reality under training supervision. Since handicapped students more than others, need the services of career/vocational educators who can do the job as well as talk about it, those who serve them should be trained through learning-by-doing. In this context, the Learning Capacities approach is only one of a number of others that can be used with educators. Among others are:

... using more sophisticated ongoing in-house supervision on the job as a training experience

... involving educators in internships and apprenticeships under competent career/vocational education specialists

... developing university curricula which stress on-the-job career education experiences as much as they do intellectual and abstract learnings

... inviting a skilled career education person to work in the school for a period of time so as to serve as a role model for less experienced educators

... developing action-oriented, multi-school training programs similar to those offered in the Teachers College Career Education Special Education Inservice Project

Whatever specific inservice training route is taken, it is important to recognize that career/vocational educators of handicapped students

have a wide range of professional functions--counseling, educating employees, training students in work-related behaviors, shaping the career education behavior of school personnel, developing the career implications for handicapped individuals of a broad gamut of school and community experiences, structuring career/vocational education curricula and infusions, adapting curriculum materials to various student limitations, individualizing educational and career planning programming, eliminating physical, social, and psychological barriers, and serving as an advocate of the rights of handicapped students in the school and the community, among many others.

In summary, skills such as these are not automatically engendered in the individual educator. Indeed, rather substantial changes in an educator's thinking and behavior may have to be engendered if the educator is to function adequately in his/her career education responsibilities. In the absence of substantial skills-oriented preservice career/vocational education training programs in most colleges and universities, the burden of preparing qualified personnel often falls upon the inservice training function. Although career/vocational education inservice training has yet to fulfill its promise in this area, it has enormous potential for doing so.

Unfinished inservice training businesses may be found in two areas:

1. Building skills in individualized educational planning in each educator within the boundaries of that educator's day-to-day work, rather than relying largely on abstract and verbalized approaches.
2. Adapting one-to-one on-the-job inservice instruction to the unique learning style of each educator so as to build skills,

not merely ideas, that can be applied directly to the specific school situation in which the educator is functioning.

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Program Improvement and the Individualized Education Program

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It has often been stated that "Congress solves problems". While there is little doubt that this statement is true, the types of problems that Congress has attempted to solve has changed drastically during the nation's two hundred year history. In the early years of the United States, Congress concerned itself with the consideration and passage of laws designed to improve the system of federal government and to strengthen the national defense. As the nation grew in size and complexity, Congress began to use its self-endowed Constitutional powers to address the major social problems that were affecting the nation as a whole. This trend has become so prevalent in recent years, that most of the laws enacted today tend to be directed toward the improvement of major societal problems rather than provisions for the improvement of the nation's ability to govern and defend itself.

The legislation for the support of vocational education is a good example of this Congressional trend. In fact, vocational education legislation has been one of the major vehicles used by Congress to address new and emerging social issues. As early as the Smith-Hughes Act of 1917, Congress utilized vocational eduation as a method of re-training and rehabilitating soldiers returning from World War I. Subsequent legislation attempted to solve the same problem after World War II. During these periods, Congress had been content to provide money for vocationai education programs in areas such as agriculture, home economics, and trades and industry. However, a new direction in vocational education legislation emerged as the social concerns of the nation changed during the early 1960's. The new direction was to have a significant impact on the vocational education needs of the handicapped and other persons with special needs.

When John Kennedy ran for the presidency in 1960, he based his election campaign on a platform heavily weighted with the solution of the emerging social problems of the nation. He campaigned for the need to reduce unemployment, to assist the disadvantaged and underprivileged, and to serve the handicapped. President Kennedy demonstrated a strong, personal commitment toward serving disadvantaged and handicapped persons. Two pieces of legislation emerged from his administration which have revolutionized the education and training of those individuals preparing to enter the world of work. These two pieces of legislation were the Manpower Development and Training Act and the Vocational Education Act of 1963. These laws encouraged the funding of training programs based on serving the individual needs of people as opposed to the previous emphasis which provided funds for

the support of selected categorical programs. With this change, Congress recognized that the number of vocational education programs necessary to serve individual needs would result in a rapid expansion of the few program offerings funded by previous legislation. Congress also realized that vocational education would need its own internal research and development system to cope with the expanding program development needs. Consequently, Congress provided funds for the establishment of a Research Coordinating Unit (RCU) in each state. These RCU's were to conduct research and development activities which would improve and upgrade programs in the field.

In 1967, the implementation of the Vocational Education Act was reviewed and evaluated. Congress was displeased to learn that the social issues implied in the 1963 Act has not been addressed by the field to the degree which they intended. It was found that states had simply continued to support the same basic programs in a manner similar to the pre-1963 era. One bright spot that did surface in the Congressional review was the successful way in which the Research Coordinating Units had been implemented. Congress found that this concept was being implemented to its satisfaction.

As a result of its review, Congress decided to put more teeth into the law. The Vocational Education Amendments of 1968 included funds that were to be "set-aside" specifically for the purpose of addressing some of the social issues deemed important by Congress. Fifteen percent of the funds provided by Congress were to be set-aside for the improvement of programs and services for disadvantaged students and 10 percent of the funds were to be set-aside to improve programs for handicapped students. In addition, Congress made the RCU a perma-

nent part of vocational education legislation and expanded Program Improvement to include the categories of exemplary programs and curriculum development.

In 1976, the Vocational Education Act was once again amended. Under the 1976 Act, P.L. 94-482, Congress increased the disadvantaged set-aside to 20 percent and retained the handiapped set-aside at the 10 percent level. Program Improvement and Supportive Service was defined to include research, exemplary and innovative programs, curriculum development, pre-service and inservice training, guidance and counseling services, and grants for the elimination of sex bias. Twenty percent of the total federal funds received by a state were to be used for Program Improvement and Support Services.

The concept of Program Improvement has had a major role in ensuring that vocational education continues to be responsive to the emerging needs of the nation. Its responsiveness to the vocational needs of handicapped persons is an excellent example of the potential of the process. Program Improvement activities conducted at the federal, state and local levels have resulted in improved opportunities for handicapped persons in vocational education. This paper will address the relationship of Program Improvement to the development of programs and services consistent with the implementation of the Individualized Education Program (IEP) concept of P.L. 94-142, The Education For All Handicapped Children Act. The paper will be less concerned with the actual "paper" that is called the IEP and more concerned with the processes that program improvement can effect that will impact upon the provision of improved individualized educational programs.

THE PROGRAM IMPROVEMENT CONTINUUM

One method that vocational education can use to respond to national priorities is a comprehensive Program Improvement function operated under a continuum model. This process is based on a conceptual continuum which includes research, development, and dissemination/diffusion activities designed to have impact on local level programming. This continuum consists of four major phases as follows:

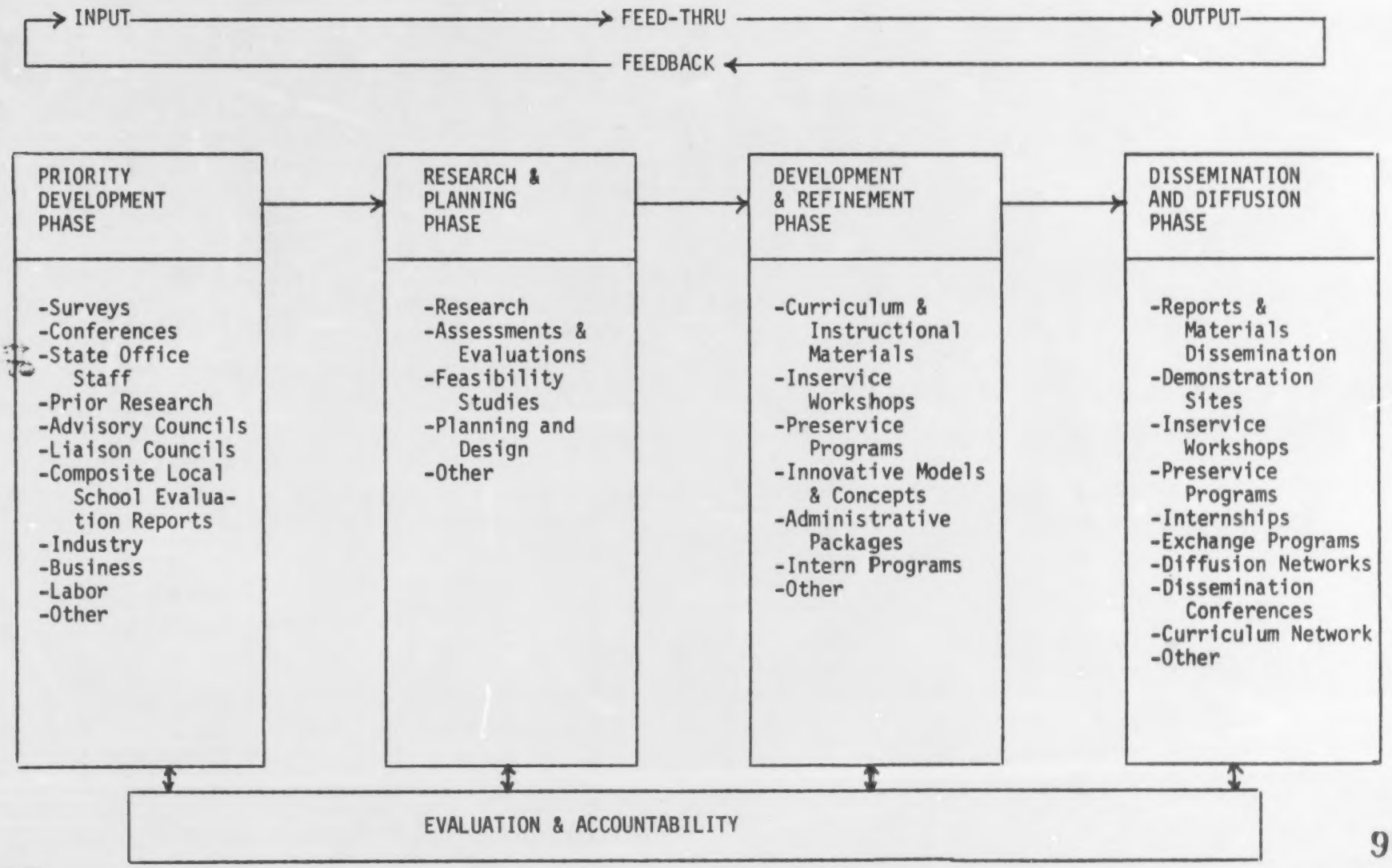
(1) Priority Development Phase
(2) Research and Planning Phase
(3) Development and Refinement Phase
(4) Dissemination Phase

The continuum is cyclical in function in that information and feedback obtained at each phase can result in revision and refinement of ongoing activities as well as providing direction to future activities. Inevitably, the feedback obtained through the Dissemination Phase (Phase 4) provides for the identification of new priorities to be addressed in Phase 1. This cyclical process, described in Figure 1, can result in a continuing responsiveness of vocational education to the emerging priorities of local educators. The Program Improvement Continuum Model will be described in more detail through an activity which was developed through this model: The Illinois Network of Exemplary Occupational Education Programs For Handicapped and Disadvantaged Students (Hereafter referred to as The Network.)

Priority Development Phase

P.L. 94-482 requires that all Program Improvement activities be based on sound priorities. It is possible to respond to national priorities through a process that is generated from state and local data. In Illinois, for example, an abbreviated survey is distributed annually to several diverse populations: educational administrators; vocational di-

Figure 1, Program Improvement Continuum/Cycle



rectors and classroom teachers at the elementary, secondary, post secondary and university level; key administrators and staff of business, industry and labor; and private firms in educational management, research, and materials development. The information obtained from the survey is supplemented, clarified and refined through the examination of available data, review of related research, inquiries with state-office staff, and input from conferences and meetings. The resulting priority listing tends to represent the real program improvement needs at the local level that can be addressed by a state agency.

As a result of this priority development process, the state of Illinois launched a major effort to improve vocational programs for special needs students. Between 1973 and 1975, services for handicapped students began to emerge as a local priority in the survey process. An investigative study was begun in which base-line data was collected. It was determined that local vocational educators felt an immediate pressing need to better serve handicapped students. This fact was reinforced by the high demand for two documents that had been developed and disseminated through the Illinois Office of Education: To Serve Those Who Are Handicapped (Szoke, 1973) and A Handbook For Developing Vocational Programs and Services For Disadvantaged Students (Weisman, 1973). All of the information described above led the state office staff to begin to question the best means to respond to the local need to serve handicapped students. This local need corresponded to the federal priority that had been emerging since the Kennedy era.

Several alternatives for responding to the need were considered. However, the one that appeared to have the most promise at the time

was the identification of schools which had the potential to develop effective, exemplary programs. It was thought that these exemplary programs could be funded by the state office to demonstrate multiple alternatives, best practices and to disseminate information and materials that would respond to the identified needs. A Request For Proposal (RFP) was prepared and sixteen (16) proposals were submitted by local schools. Nine (9) of these proposals were selected to participate in The Network. The nine local sites included six comprehensive high schools, two area vocational centers, and one community college.

Research and Planning Phase

In 1975-76, the nine sites devoted time and resources to planning and research activities. These activities centered around the goal of assisting handicapped and disadvantaged students to participate in regular vocational education programs whenever appropriate. This premise in the Vocational Education Act (P.L. 94-482) corresponds to the "least restrictive alternative" provision in the Education For All Handicapped Children Act of 1975. Each of the local Network sites began to plan and design a program of services that would respond to the State's needs and to national priorities, and which would serve effectively the individual educational needs of handicapped and disadvantaged students at the local level. Local advisory councils were formed, formal and informal needs assessments were conducted, ideas and programs were pilot-tested, and revisions were incorporated into the local plan of each Network site. Simultaneously, inservice activities were initiated to begin to familiarize local staff with needs of handicapped and disadvantaged students and to gain staff input regarding the resources necessary to meet these needs. As a result, supportive

services were identified in the areas of human services, curriculum and material resources, and financial resources. Plans were initiated to develop interagency cooperation among special education, vocational education, guidance and counseling, and vocational rehabilitation. Methods were also devised to document services provided to students by each of the supportive staff. In some cases, local staff members were awarded mini-grants to develop supplementary materials and to adapt curriculum to better correspond to the individualized educational needs of the handicapped and disadvantaged students in their classes. Toward the end of this initial planning phase, a third party technical assistance team visited each of the nine sites, reviewed plans and anticipated activities, and provided additional feedback and suggestions for improvement.

Development and Refinement Phase

In 1976-77, the plans developed and pilot-tested in the previous year were implemented at the local sites. Administrative structures had been designed that permitted the identification of handicapped and disadvantaged students who were enrolled in vocational education programs and the services needed by these students. Vocational instructors began to participate in student assessment activities and in the multidisciplinary case staffings. Student goals and objectives were specified, and the supportive services needed by the student and by the vocational instructor were identified. The inservice activities begun in the planning phase were expanded to meet the more intensive staff development needs during the implementation phase. As the staff came to be more familiar with the needs of handicapped and disadvantaged students in regular vocational programs, a critical need emerged for

adapted curriculum materials. The mini-grant concept, begun in the planning phase, was continued and teachers were given small awards ranging from $50 to $500 for the development and adaptation of materials and teaching strategies.

One exemplary practice which resulted from the mini-grant process involved interagency participation as a model for a carpentry program curriculum adaptation. The carpentry instructor at Sauk Area Career Center submitted a mini-grant to develop a competency-based curriculum guide for his program that would include a task analysis, student objectives, and activities which might be effective in working with special needs students (Bordenaro, 1977). Supplemental materials and the supportive services needed were also identified for each carpentry task. In order to develop this curriculum module, the instructor "subcontracted" with a special education teacher, a vocational adjustment counselor from the Division of Vocational Rehabilitation, and a part-time carpentry instructor who was employed full-time in the building construction trade. These individuals met together periodically to review and react to the work that had been done by the carpentry teacher. The resulting curriculum guide aided the development of the IEPs for students who later enrolled in the carpentry program, as well as serving as a guide for student instruction and support services.

At the conclusion of this Development and Refinement Stage, a third party team once again visited the sites. This time, however, the focus of the team was on the evaluation of those activities which might be considered innovative and/or exemplary. Team members reviewed internal evaluations, conducted student and staff interviews, reviewed materials, and met with advisory council members to determine which

practices had potential for statewide dissemination. This process resulted in valuable information which helped the local staff further refine and improve their programs to meet individual student needs.

Dissemination and Diffusion Phase

In the fourth phase of the Program Improvement Continuum, the activities centered around the diffusion activities necessary to encourage implementation of practices and materials produced during the previous stages. In the case of the Network, the emphasis was on the statewide diffusion of services and materials that had been developed at the nine sites.

Diffusion was considered to be the total process (e.g. demonstration, staff inservice, etc.) leading to the use of an innovation by a specified client group which is linked to a communication network and social system. Three stages were addressed in the Network diffusion plan:

Stage I	Awareness Level
Stage II	Investigation Level
Stage III	Adaptation/Adoption Level

From 1977 to 1979, the Network staff was involved in a comprehensive statewide awareness program designed to acquaint local administrators and educators with the services and materials available through the Network as well as other exemplary practices in the field. The broad range of awareness activities included statewide conferences, regional workshops, materials dissemination, educational exhibits, presentations at conferences, professional meetings, teacher institutes, newsletter publications, etc. The success of the awareness level activities was assessed in an independent evaluation by the University of Illinois Project Impact staff. They concluded that "judging from requests for

materials, conference and workshop activities and consultive work including satellites, it is hard to imagine any targeted educators who have not at least heard of the Network" (Evans and Cheney-Stern, 1979).

The purpose of the heavy emphasis on diffusion activities was to disseminate the materials and services to local teachers throughout Illinois so that it could impact upon the individualized education programs of special needs students. Although formal impact data is still in the process of being collected, initial data, as well as subjective observation, suggest that the Program Improvement activities initiated through the Network have had a definite positive impact on student programming.

Feedback: A Continuous Process

It is somewhat misleading to describe an activity such as the Network in discrete stages such has been attempted in this paper. In actuality, the sequence of activities along the Program Improvement Continuum overlap, progress, and regress according to assessed needs and evaluative information. The entire process naturally leads to a continuous reassessment of the present state of the art and examination of future needs. It is exactly this phenomenon which will hopefully assist the Network move from the Awareness stage of diffusion to the Adaptation/Adoption stage in future years.

Throughout the 1977-79 diffusion years, there was an acute frustration among project staff to work more intensively with local school districts, that is, to move beyond awareness level activities. This feedback resulted in the adoption of several satellite sites which grew out of the original demonstration sites. Although this concept had long

range potential for meeting statewide needs, it was not considered to be an adequate means of dissemination due to the large number of districts in Illinois in immediate need of intensive technical assistance. Therefore the demonstration concept was de-emphasized and the Network took a new direction toward the provision of intensive technical assistance to local school districts. With this move, the Program Improvement Continuum has come full cycle and is back at the initial phase of the process. In other words, the cycle is starting all over again but at a more sophisticated and complex level. The priority development phase of the second cycle emerged out of and occurred concurrently with the diffusion phase of the first cycle. The end result of this process will hopefully be a continuing responsiveness of state level Program Improvement activities to the needs of individual students at the local level.

Thusfar the paper has focused on the Program Improvement Continuum as a process for affecting change at the local level based on local, state and federal priorities. The Illinois Network of Exemplary Occupational Education Programs For Handicapped and Disadvantaged Students was used as an example of this process because of the statewide impact it has had on Program Improvement and the IEP. However, the Program Improvement process is applicable to a wide range of activities at the local level as well as the state and federal level. The chart in Figure 1 can serve as a guideline to those who might be interested in using such a model for program improvement related to the specific needs of the IEP in the setting in which one is located -- the local school, the intermediate educational unit, the university, the state agency, or the federal agency. It can also serve as a model for coordinating the immediate national concern of interagency cooperation at

the local and state level. This effort, if successful, should result in improved comprehensive planning and research and development related to the IEP.

PROGRAM IMPROVEMENT IN P.L. 94-482

The 1976 Vocational Education Act specific several priorities to which the Program Improvement Continuum Process could be applied. This section of the paper will address the relationship of these priorities to the IEP process. It will also address the specifications of the Program Improvement legislative language that impact upon IEP development. Throughcut the discussion, examples of activities which have potential for assisting with Individualized Educational Programming will be cited. The discussion will not be limited to the 1976 legislative provisions since this legislation is at the midpoint of its life. More importantly, attempts will be made to raise questions that will stimulate thought and discussion among advocates of handicapped and disadvantaged students concerning the direction Program Improvement should take in the future.

Research

An important specification in the research section of P.L. 94-482 is the emphasis on applied research and development. The specification is made even stronger by the provision that no research contract at the state level shall be made:

> "unless the applicant can demonstrate a reasonable probability that the contract will result in improved teaching techniques or curriculum materials that will be used in a substantial number of classroom or other learning situations within five years after the termination date of such contracts."

This provision has caused a great deal of controversy because of the limitations that might be placed on the scope of research and because of

the difficulty collecting the data necessary to document impact. This latter concern is particularly problematic if one subscribes to the Program Improvement Continuum Process described in the first section of this paper. As was demonstrated by the example, the Network concept evolved over a six year period and it is just beginning to be able to assess its impact. It has been documented elsewhere that long term impact should be assessed over an even longer period of time. In part, the question appears to be related to the definition of impact and what is really considered to be impact -- short range successes or long-term integration of the research findings in programmatic goals.

For those who are concerned with the IEP process, the five year impact requirement may have an advantageous effect of forcing research to be geared toward the immediate improvement of teaching techniques and curriculum meterials. This result cannot be overlooked since vocational educators may be struggling to successfully implement the requirement of the IEP in their classroom. At the same time, the long term effect of the applied research provision on special populations cannot be ignored. The possible limitations on general program improvement, including those questions which deal with special needs, may be counter-productive to the immediate advantages resulting from the provision. As with many questions of this nature, it is probable that a reasonable response will not be one that promotes a singular emphasis but one that allows the flexibility to accomodate multiple research priorities.

Exemplary and Innovative Programs

This section of the legislation provides for the support of exemplary and innovative programs as part of a Comprehensive Plan of Pro-

gram Improvement. Among the target populations specifically included in this section are economically disadvantaged individuals, limited English-speaking individuals, and youth with academic, socioeconomic or other handicaps. Emphasis is given to programs designed to broaden occupational aspirations and opportunities for special needs youth. Included are programs designed to familiarize elementary and secondary school students with the broad range of occupations for which special skills are required and the requisites for careers in such occupations.

At this probable midpoint in the 1976 legislative history, it might be advisable to assess the current status of exemplary and innovative projects and the extent to which they respond to immediate needs of the field (for example, interagency cooperation in IEP development), as well as to the future needs of the nation (for example, the potential of vocational education for reducing the economic dependency status of unemployed handicapped and disadvantaged persons). A serious attempt might be made to collect, summarize, and present the success stories that have been generated through exemplary and innovative programs for special needs students relative to immediate and long-range national goals. Such information is being sought by those leaders in the field who are in the position of justifying federal and state appropriations for vocational education.

Curriculum Development

The development and dissemination of vocational education curriculum materials for individuals with special needs is included within the Program Improvement provisions of the legislation. Although it is difficult to accurately assess the range of curriculum materials that has resulted, it seems apparent to those involved in the dissemination of

special needs materials that a wide scope of products are available. Many of the materials available are teacher-made and locally developed. There are also several examples of excellent documents developed at the universities and through private research, consulting and management firms. Although it is desirable to have a diversity of materials available dealing with the same content, it may be less desirable to accomplish this goal initially at the expense of unnecessary duplication of effort. A related problem is the total void of materials in some areas related to special needs students, and an overabundance of materials in others. The void at the present time appears to be in materials specific to working with special needs students in each of the occupational clusters. Although some excellent materials exist in this area, (e.g., the Central Michigan University Cluster Guide) their availability is limited.

Perhaps the greater problem is that of dissemination of existing materials combined with the inservice activities necessary to facilitate effective utilization and adaptation to individual student needs. Questions to be raised in this area include: What curriculum materials exist in the area of special needs? What are the priorities for development of new materials? What are the priorities for dissemination? What are the best methods of dissemination and utilization of curriculum materials? Can and should a case be made for a national curriculum coordination effort in the emergence of new priorities such as special needs population? What would be the role of the National Center for Research in Vocational Education in this effort? What should be the role of the National Curriculum Coordination Network?

Accurate responses to these questions will require an investigation of the current situation and an analysis of the various alternatives. It seems desirable to conduct such an investigation and to formulate appropriate responses.

Vocational Guidance and Counseling

In light of the emphasis given to counseling and guidance in the 1976 Amendments, it is difficult to understand how guidance counselors can be considered an endangered species as (1979) suggests. The legislation set aside 20 percent of the Program Improvement funds provided to states for the support of vocational guidance and counseling programs and services. Handicapped individuals were specifically included as a target population for guidance services. Progress toward meeting this goal has varied among the states. However, in relation to the IEP the APGA legislative study team reported that counselors had all but been ignored in the development of 94-142 provisions yet they were the ones who were being asked to assume varying degrees of responsibility for the IEP (Humes, 1978, p. 5). In many cases, counselors are the individuals responsible for coordinating the supportive services provided by the multiple agencies involved with handicapped learners. Guidance counselors are certainly a key to the career development of special needs youth. It is an area in which ignorance can result in inadvertant discrimination. Assessment of current guidance practices, diffusion of exemplary practices, and development of needed services might reveal areas in which program improvement could more effectively impact on IEP development and delivery.

Vocational Education Personnel Training

Although P.L. 94-482 provides funds to support personnel preparation programs, no specific requirement exists in the law itself for

retraining of vocational teachers to more effectively serve handicapped students. This oversight is adjusted in the rules and regulations in which training for teachers, supervisors, and administrators is provided for at both the pre-service and inservice levels. High demands exist for program improvement at both the pre-service and inservice level. In some states the quality of available programming is lacking whereas in others the quality is minimal. There is a continuing complaint voiced concerning the lack of availability of vocational educators who understand special education and vice versa.

Inservice programs have attempted to address the need to provide vocational educators with competencies in working with the handicapped. However, it is difficult to raise the level of sophistication of inservice activities until preservice program efforts are expanded. Inservice activities also suffer from poor delivery systems that are characterized by one-shot sessions rather than systematic programs designed to initiate and effect long term change. Collaborative inservice efforts planned by vocational teachers and special education teachers have provided a notable exception to this stereotyped inservice pattern. It would be misleading to leave the reader with the impression that inservice is ineffective. On the contrary, it can be highly effective as a change strategy. Inservice training has been found to be effective in reducing the tensions and resistance to mainstreaming in some school districts (Progress Toward a Free Appropriate Public Education: A Report to Congress on the Implementation of Public Law 94-142: The Education for All Handicapped Children Act, January, 1979, p. 44). Teachers in many of the school districts studied by the Bureau of the Education For The Handicapped (BEH) requested that inservice training

opportunities be greatly expanded. Several projects have been funded by BEH to help regular classroom teachers in their work with handicapped students. One of these projects is investigating ways of facilitating mainstreaming of mildly handicapped students through the use of tutors (Maguire, 1977). Another project has resulted in the development of a competency-based manual for inservice training in behavior management (Fagan and Hill, 1977). As research and development efforts such as these are completed, the results will be disseminated by BEH to state and local agencies. In summary, personnel training at the preservice and inservice levels is an area that is much in need of program improvement efforts, and one that is an integral part of the Program Improvement Continuum.

Sex Stereotyping and Sex Bias

It has been suggested that sex role stereotyping may be even more of a problem for handicapped individuals than for other persons. The emphasis on elimination of sex bias in vocational education is pervasive in Public Law 94-482. It is included in all the sections of Program Improvement described thusfar: Research, Exemplary and Innovative, Curriculum Development, Guidance and Counseling, and Personnel Preparation. Although the area has not been ignored in relation to handicapped students, it has received less attention than legislative priorities would infer. It is another area in need of investigation to determine the role program improvement can contribute.

PROGRAM IMPROVEMENT IN P.L. 94-142

Although program improvement is not identified in P.L. 94-142 in the same manner as it is in P.L. 94-482, the conceptual framework of the "Comprehensive System of Personnel Development Section" is similar

in scope. This section of the states' annual program plan provides for a comprehensive system of personnel development which includes inservice training, preservice education, dissemination, and procedures for facilitating the adoption of promising practices within the State. The regulations further specify that such activities should be based on assessed needs and on information derived from educational research and demonstration. Funds for the development or modification of instructional materials are provided under a section of the Education of the Handicapped Act (P.L. 93-380). A description of the procedures that will be utilized to disseminate significant information and promising practices derived from education research, demonstration, and other projects must be included in the states annual program plans. These procedures are compatible with the conceptual framework identified in the Program Improvement Continuum Model especially if the State adheres to the requirement for developing a comprehensive system.

How successful has the Education For All Handicapped Children Act been in responding to personnel development needs through the program improvement concepts? It is possible to partially respond to this question through a review of the 1979 Report to Congress prepared by the Bureau of the Education For The Handicapped (BEH).

Preservice Training

The National Center for Educational Statistics (NCES) reported a steady growth in the number of graduates in special education even though the total number of teachers being trained in other areas was dropping. This same study reported a steady decrease in the number of occupational/vocational teachers and general secondary teachers since 1973. This finding is particularly interesting when compared to a Gen-

eral Accounting Office (GAO) report that noted that "little has been done nationally to train vocational educators to work with the handicapped. The report recommended that the appropriate bureaus within the U.S. Office of Education collectively develop and implement a plan to provide teacher training in this area. Similar efforts are needed at the state and local levels" (Halloran, et al., 1978).

Even though the number of special education personnel being trained is increasing, BEH reported that the supply still falls short of the demand. It is feared that until the needed personnel are acquired, handicapped students may not receive the variety of services they need. Thus, teacher training programs are projected to be a continuing priority in future program improvement activities. This priority is accentuated by the growing demand on institutions of higher education to provide preservice courses that prepare regular education teachers (including vocational teachers) to work with handicapped students in the classroom, and that prepare special education teachers to play supportive or consultant roles for these regular class teachers.

Inservice Training

The rules and regulations of P.L. 94-142 specify that the annual program plan must provide ongoing inservice training programs and that these programs should include the use of incentives to insure participation by teachers (such as released time, payment for participation, options for academic credit, salary step credit, certification renewal, or updating professional skills.) The Report to Congress found that state agencies and local school systems were initiating a wide array of inservice activities related to the preparation of IEP's along with the dissemination of appropriate background information. However, a minimal

number of vocational educators/work-study coordinators were projected to participate in these activities. It is interesting that the total number of vocational educators who participated in inservice and dissemination in one state alone, far exceeded the projected number of vocational educators to be inserviced through EHA funds for the entire United States in 1977-78. A review of the data suggests that the BEH reporting system may have been incomplete at the time of publication and that the above statement may be misleading. However, the low projections submitted by States may be indicative of the need for increased awareness of state and local personnel to the necessity of providing inservice training to vocational educators.

A major inservice effort supported by BEH has been the 16 Regional Resource Centers (RRCs). Among other activities, these training programs focused on the development of individualized programs, vocational planning for secondary students and needs assessment. An RRC located in Illinois worked cooperatively with the Illinois Office of Education staff to develop The Illinois Primer On Individualized Education Programs (1979). The Primer includes a description of the IEP requirements as mandated by P.L. 94-142, as well as procedures which can be considered best practices. The manual includes recommendations for the provision of appropriate comprehensive vocational education for handicapped students, and suggestions for addressing this goal in the IEP. Further, the role of the vocational/career educator in IEP development and implementation process is described.

Dissemination, Demonstration, and Diffusion

Through its model demonstration authorities, BEH has funded several projects at the local and state level. The goal of these projects is

to demonstrate, disseminate, and replicate the best practices in connection with major provisions of P.L. 94-142, such as the preparation of IEPs. The extent to which these activities have included vocational education practices should be investigated to determine further areas for interagency coordination and for possible expansion of program improvement efforts.

BEH also funded a wide variety of research and development projects that addressed the goals and requirements associated with P.L. 94-142. One such project was the development of IEP packages which described "ideal" procedures and forms in a way that enabled users to adapt the procedures to accommodate variations in local resource and personnel competencies. A similar project, funded by the Bureau of Occupational and Adult Education, U.S. Office of Education, is being conducted by CRC Education and Human Development, Inc. of Belmont, Massachusetts to determine the best practices in IEP development in vocational education.

A major problem associated with some funded activities in the past has been the limited dissemination of developed materials. For example, an extremely useful manual entitled A System for the Identification, Assessment, and Evaluation of the Special Needs Learner In Vocational Education (Albright, L., Fabac, J. and Evans, R.N.; 1978). The initial production run under the grant was 200 copies. This document directly addressed the IEP development for handicapped learners in vocational education. However, its limited availability has decreased its potential for utilization and impact in the classroom. Those interested in the Program Improvement activities in both P.L. 94-142 and P.L. 94-482 must continue to encourage increased emphasis on the funding of

dissemination activities which include a systematic inservice component as part of the dissemination strategies.

SUMMARY

Program improvement has been discussed as it is defined in the Vocational Education Amendments of 1976. The relationship of program improvement to special needs learners was described in reference to its impact upon individualized educational programming. A program improvement continuum was described using an example of a statewide project for handicapped and disadvantaged students. The results of the activity impacted upon local and instructional programming at the student level and responded to both state and national priorities.

The second section of this paper reviewed the types of program improvement activities prescribed in the 1976 vocational education legislation. Questions were raised which will hopefully prompt discussion and policy recommendations for future program improvement activities that will contribute to the IEP process.

The final section of the paper addressed the structure of program improvement activities in P.L. 94-142, The Education For All Handicapped Children Act. Several of the activities conducted through P.L 94-142 were described as they related to the IEP development and implememtation in vocational education.

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Program Evaluation and the Individualized Education Program

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An increased level of public support for providing appropriate and comprehensive vocational education to individuals with handicaps has brought about a greater interest in the evaluation of programs and services. To illustrate, in their review of the Vocational Education Amendments of 1976 (P.L. 94-482), Wentling and Russo (1978) noted "at least 28 references to the evaluation of vocational programs" (p. 32). A similar examination of the rules and regulations governing the Education for All Handicapped Children Act of 1975 (P.L. 94-142) will find frequent use of the phrase "monitoring and evaluation" in reference to federal and state program activities.

The years since passage of these public laws have seen many state departments and local education agencies preparing for implementation of the various federal mandates. As we move into the 1980's -- move more fully into implementation, that is -- one might suspect that the questions related to program effectiveness will intensify. As a result, the field should expect an even greater interest in the business of program

evaluation. Among other considerations, the recent finding that the national average cost of educating handicapped students is nearly double that of non-handicapped students (National School Boards Association, 1979) is likely to hasten these developments.

The intent of this paper is to examine program evaluation policy in relation to the individualzed education program (IEP) requirement -- a requirement that is viewed as a basic mechanism for implementing the goal of providing a free and appropriate public education for each handicapped student (e.g., Martin, 1978; Phelps and Batchelor, 1979; Torres, 1977). More specifically, a series of observations will be made as a result of reviewing the program evaluation policy and procedures of the divisions of special and vocational education in two states, and the evaluation policy of vocational education in a third state.

PERSPECTIVES ENROUTE

Several viewpoints were operating during the review process. A discussion of these perspectives follows.

The first perspective was that program evaluation is a systematic, ongoing process; a process likely to have many differing purposes, depending on the circumstances under which it is conceived, initiated, and conducted. However, it is useful to view the evaluation process as serving two basic, though not necessarily mutually exclusive, purposes: 1) for program accountability, and 2) to aid the decision-maker in program planning and improvement functions (for further discussion on the purposes of program evaluation see Anderson and Ball, 1978; Lilly, 1977; Wentling and Russo, 1978). Thus, in terms of state level policy, program evaluation activities could involve the collection of compliance information from local education agencies and also provide assistance to

these agencies in program planning and improvement. In a similar vein, the results of these program evaluation efforts could assist states in complying with federal and state mandates and also serve as a basis for program planning and improvement on a statewide scale.

A second viewpoint was that since the IEP is to be used as a management tool for determining the individual program and service needs of handicapped learners, then state level efforts in evaluating vocational programs and services should include an examination of the IEP process.

In view of the emphasis on educating special students in least restrictive vocational environments and the concurrent need for increased communication and cooperation between special and vocational educators, a third perspective was that program evaluation policy in both fields should reflect a concerted effort between these two educational fields.

PROGRAM MONITORING AND EVALUATION PROCEDURES IN SPECIAL EDUCATION

According to P.L. 94-142, "each state agency shall develop procedures for monitoring and evaluating public agencies involved in the education of handicapped children" [Federal Register, August 23, 1977, Subpart F (121a.601)]. These procedures are to include: 1) collection of data and reports from public agencies, 2) on-site visits, 3) audit of use of federal funds, and 4) comparison of a sample of written IEPs with actual programs provided. In addition, each state education agency is to adopt procedures for investigating complaints "made by public agencies or private individuals or organizations" of any public agency whose actions run contrary to the requirements of P.L. 94-142 (Section 121a.602, Subpart F).

The review of FY 80 state plan documents and the written procedures for monitoring and evaluating special education programs and services in two states, and conversations with representatives of both state agencies led to four observations.

First, most of what appears to be taking place at the state level is related primarily to compliance monitoring. To paraphrase a statement made by an assistant state director of special education:

> Much time is devoted to compliance matters, that is, in monitoring the schools to see if they are in conformance with the law. I'd like to see us get more involved in systematic program evaluation activities, but I don't see that happening for at least another five years. We just don't have the staff, resources, and time to be doing both monitoring and evaluation.

Second, program evaluation in both states was essentially described as something that is usually done when someone registers a complaint or makes a request for an investigation. What appears to be occurring is that the two states have responded to the federal monitoring and evaluation requirement (Section 121a. 601) by placing the emphasis on compliance monitoring. The program evaluation aspect seems to be reserved primarily for use in complaint or request situations, which is the Section 121a.602 provision in P.L. 94-142.

The apparent distinction being made between monitoring and evaluation represents more than a game of sematics. One (monitoring) is to be conducted on a systematic statewide basis, while the other (evaluation) is for use on a selective, "on-call" basis. Furthermore, the monitoring procedures reflect a focus on determining if the schools are in compliance with federal regulations, whereas, the evaluation procedures reflect an interest in going beyond the regulations, by exploring the context in which these regulations are to take hold. To illustrate,

the states monitoring guidelines are filled with compliance statements pertaining to the various provisions in P.L. 94-142 (e.g., least restrictive environment, IEP, due process), with dichotomized, yes-no questions appearing under each statement. And, the program monitoring effort is solely within the province of state staff personnel. In contrast, the program evaluation guidelines also contain statements concerning the P.L. 94-142 provisions, but more evident is an emphasis on probing beyond the yes-no questions and providing specific recommendations for improvement. In one state, for example, the program evaluation process included an indepth review by a local district team, followed with an on-site examination by a state team.

Fourth, it appears that career and vocational programming does not receive preferential treatment in monitoring and/or evaluation processes. One state did, however, mention in its FY 80 state plan that the vocational education division's biannual evaluation of special programs for handicapped students would be part of the special education division's evaluation, but there was no indication of how this information would be used.

The exclusion of career and vocational programming in the guidelines for monitoring and evaluating programs was somewhat surprising. One could, of course, present a strong case that such status should not be granted to given program areas. However, knowing that contemporary investigations (e.g., GAO, 1976; National Association of State Boards of Education, 1979; Albright and Hux, 1979) have pointed to serious deficiencies in this area and that the U.S.O.E. Bureau of Education for the Handicapped has targeted career and vocational education as a high priority item for at least the past three years, one

would conclude that substantial justification exists for the targeting of career and vocational programming in monitoring and evaluation efforts.

Evaluation Procedures in Vocational Education

Under P.L. 94-482, Section 104.402, each "State board shall evaluate, during a five-year period, - each formally organized [vocational education] program or project supported by Federal, State, and local funds" (Federal Register, October 3, 1977, p. 53842). These evaluations are to be in terms of: 1) planning and operational processes, 2) results of student achievement, 3) results of student employment success, and 4) results of additional services to special populations, i.e., women, minority group members, handicapped persons, disadvantaged persons, and persons of limited English-speaking ability.

Observations from a review of three state vocational education evaluations systems are presented here.

First, the stated purposes of the three evaluation systems place an emphasis on program improvement and accountability. In keeping with the federal five-year mandate, each state planned to evaluate approximately 20 percent of its school districts annually. The approaches to be used typically consist of local district team review (i.e., internal team) followed by an indepth, on-site review by a state department team (i.e., external team). In one state, the external review team was comprised of persons from other local districts. Following the external team examination, a program evaluation report is compiled and reviewed by both parties (the evaluators and the education agency). Generally, this information is used by the local agency for program planning and improvement purposes, and by the state education agency for such things as compliance reporting and needs assessment data.

Second, the instruments and interview guides used in two state evaluation systems[1] seek information about the total vocational education program in the district and its component parts (e.g., students, facilities and equipment, personnel), with questions or focal points on special populations appearing within this context. In other words, the evaluation of programs and services for special populations is part of, not separate from the total evaluation system for vocational education programs in two states. It was found, however, that most of the information sought was in terms of special populations, not the handicapped per se.

Third, only one state evaluation system sought information about IEP development. This information was in reference to the level of involvement of regular vocational educators in developing the student's IEP. Incidentally, in analyzing the information collected from the program evaluators during the 78-79 school year, this particular state found "little evidence that vocational instructors had any input in developing or modifying a student's IEP or knew what it was."

The absence of information about IEPs in the evaluation system of two states is puzzling, especially since under P.L. 94-482 each state: (Federal Register, October 3, 1977)

> ...shall describe how the program provided each handicapped child will be planned and coordinated in conformity with and as a part of the child's individualized educational program as required by the Education of the Handicapped Act. (Section 104.182(f)).

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[1]The evaluation guidelines of the third state did not include a single reference to handicapped learners. These vocational education evaluation guidelines were to be used in the same state that had indicated in its FY 80 special education state plan that information from the vocational education division's evaluation of special programs for the handicapped would be used. Since information regarding the special program evaluation system was not reviewed, the author chose to exclude this state from this discussion.

It would seem that a state evaluation system focus on the vocational components of the IEP would be a "natural," given the federal provision and that the IEP is to be a vehicle for identifying individual student needs and for determining the special education and related services to be provided each handicapped student enrolled in vocational education.

Fourth, one state, which has had an ongoing program evaluation system in place since the early 1970's, discovered that the state's efforts must be supplemented with training of local education agency personnel in the use of locally based program evaluation systems. In this state feedback from local education agency personnel reflected a need for assistance in strengthening program planning and evaluation skills. Through state funding and university support, a locally based system was conceived, a series of guides for implementing the system was developed and made available to school districts throughout the state. One of the system components focused on evaluation of services to disadvantaged and handicapped students. In a recent study of the on-site evaluation process in the state, Smith and Tomlinson (1979) noted that the locally based evaluation program was an important factor in making a "significant improvement" in the planning and evaluation practices of local education agencies.

COMPARISONS, CONTRASTS, AND BEYOND

Within state education agencies the divisions of special and vocational education are much alike in that both have been engaged in adapting their evaluation efforts to comply with recent federal mandates. And, in terms of program evaluation, they appear to share similar purposes and methods. However, the two fields seem to differ markedly in the uses of program evaluation. In vocational education,

the evaluation process is to be used for reviewing all programs within a scheduled timeframe, that is, within a five-year period. In contrast, program evaluation in special education is on a selective basis, an "in response to" arrangement for use in complaint or request situations.

As noted in an earlier section, it appears that the divisions of special education are reviewing all programs or districts in the state by means of compliance monitoring procedures. For now, at least, the extent to which program evaluation occurs in districts throughout the state seems dependent on the number of complaints/requests received and the actions taken by the state. So, it is quite conceivable, for example, that a given district (or given districts) could be in compliance with all the technical requirements of the IEP and, yet, be experiencing a number of complex problems prior to, during, and following IEP development. The state may not become aware of, or as aware of these problems until a complaint or a request is filed and the evaluation conducted. This seems like a risky policy, when one considers: (1) the basic purposes underlying P.L. 94-142, (2) the complexities involved in implementing the changes called for by this federal initiative, and (3) the important role of the state department in program improvement.

In reflecting on the various themes that have surfaced during the past five years, the need for coordinated programming between special and vocational education has to be among them. Federal legislation in both fields places a premium on coordinated efforts and, judging from experience, one would be hard pressed to find opponents of the concept. Yet, the review of the two states presented herein, as well as a study of interagency coordination in four states done by the National

Association of State Boards of Education (NASBE) suggest that verbal acceptance of the concept has, in the main, not resulted in coordinated policy actions at the state level. The NASBE report (Howard, 1979) cited three barriers affecting coordinated thrusts: 1) lack of communication, 2) protection of turf or territory, and 3) concern that policy changes will result in reallocation of fiscal resources. NASBE concluded that the state education agency must take the responsibility for increasing the level of interagency coordination that presently exists:

> The state education agency plays a critical role in its coordinative and supervisory responsibility to assure that appropriate vocational education training is included in the special education programs for handicapped children. However, there is a need for states to develop interagency and interdepartmental agreements to support this role of the SEA. The possibility of bringing vocational education for the handicapped to the position which it rightfully deserves will become a reality through the creation of a higher level of policy formulation and program implementation. The state education agency must accept responsibility for achieving these goals (p. 4).

This review of the evaluation policies and procedures in both divisions of education clearly suggests the need for "higher level of policy formulation and program implementation" at the state level. As this analysis has noted, career and vocational programming emphasis was not apparent in special education evaluation efforts, and scant attention was given to the handicapped per se and even less attention paid to the IEP process in the vocational education evaluation systems. It is distinctly apparent that program evaluation is one area which stands to benefit from the collective expertise of state level special and vocational education personnel.

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The Individualized Education Program: Implications, Conflicts, and Challenges for Vocational Education

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In a democracy legislation is enacted as a reflection of social, economical, and political concerns. In the past fifty years educational legislation eminating from the U.S. Congress and reflecting a variety of major social and economic concerns has had an expanding influence on the nation's schools.

In 1917 when federal legislation for vocational education was first enacted the nation's economy was based largely in agriculture, the home, and a relatively small number of industrial trades. The societal need to provide vocational training to students who were unable to or uninterested in entering the professions was clearly felt. Subsequent vocational education legislation has specified additional occupational areas, (i.e., business and distributive education, health occupations,

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This paper originally appeared in the Occupational Education Forum, Spring, 1979. Appreciation is extended to Alpha Chapter, Iota Lambda Sigma (ILS).

and technical education), target groups (i.e., post-secondary and adults), and strategies for the delivery of vocational education (i.e. cooperative vocational education). Simultaneously, numerous pieces of educational legislation have been enacted to support elementary, secondary, post secondary, and higher education, as well as research, advanced training, library development, school lunch programs and a number of other functions. With the legislative expansion has come tremendous growth in the number, types and quality of educational opportunities provided to the nation's population.

As legislation has proliferated the federal government's role in education has become considerably more significant and directive. Since 1960 this expanding role has been preoccupied with the societal concern for civil or human rights. The Civil Rights Act of 1964, and subsequent legislation focused on equity for women and the handicapped, has had enormous impact on practices in the schools. Clearly, legislation has been used as an instrument for creating change in the schools with the eventual hope of changing social belief and practice. Whether or not these changes actually create the desired, positive changes is a matter which continues to generate considerable debate.

This policy paper will examine one recent legislative provision which is clearly the most prescriptive and demanding of change to date. Public Law 94-142, the Education for All Handicapped Children Act, was enacted by the Congress and President in November, 1975. Essentially, the law provides that an "appropriate" education be provided to all handicapped individuals ages 3 to 21. The appropriateness of each student's education is determined by the content of his/her written Individualized Education Program (IEP). According to the law the IEP is a:

> ...written statement for each handicapped child developed in any meeting by a representative of the local education agency ...qualified to provide...specially designed instruction to meet the unique needs of handicapped children, the teacher, the parents or guardians, and, whenever appropriate, the child. (Section 4(a)(19) of P.L. 94-142).

The law further specifies the content of the IEP to include several elements of individualized instruction. Included in each IEP is a statement of: the learner's present levels of educational performance, annual goals and instructional objectives, educational services to be provided, and procedures and schedules to guide the evaluation of each IEP.

Considerable debate exists regarding the extent to which vocational education personnel are to be involved officially in development of the IEP. The Vocational Education Amendments of 1976 indicate that vocational instruction provided to handicapped students should be an integral part of the IEP. However, few states have developed operational strategies or guidelines that specify the role that vocational educators are to play. Most agree that vocational teachers should be involved if handicapped students are to be placed in their classes, but the specific role(s) that teachers are to play; and, perhaps more importantly, strategies for preparing them to perform these roles effectively have yet to be formalized and tested empirically.

The IEP provision is unprecedented in federal education legislation. Never before has legislation been enacted which so precisely describes the process to be used in delivering education and training. This provision is the first federal mandate to regulate directly and prescribe instructional management practices in the schools. The resulting impact on practices in educational administration, teacher edu-

cation, and financial structures has been and will continue to be substantial and pervasive.

The requirement to have parental approval of the IEP is also precedent-setting. For the first time parents are given a major decision-making role in selecting the curriculum content their child will receive. Parents are granted the right to review all records and test results; and determine, for themselves, whether or not the education for their child is appropriate. This is a rather significant change from previous practice when parental input has been handled largely through citizen advisory committees.

The enactment of the IEP provision for handicapped children raises a number of issues and questions concerning the process by which all educational experiences are planned and delivered to all students -- not just the handicapped. Are parents of non-handicapped students entitled to an IEP for their child? To what extent are teachers accountable for non-attainment of instructional objectives that are specified in an IEP? Who determines the appropriateness of the student's individual curriculum? What are the criteria by which one evaluates the "appropriateness" of specific educational experiences? To what extent do the resources and technology exist to permit full-scale, individualized instruction? These are but a few of the major philosophical and pedagogical issues that the IEP provision raises for vocational educators, as well as other educators. Following is a discussion of several issues that are implicit to the design and delivery of vocational education.

CURRICULUM ANALYSIS

Traditionally, the curriculum content of vocational education has been derived from sophisticated occupation and trade analyses. The

essential notion is that successful entry to the world of work is predicted upon a curriculum which reflects current employment opportunities. Various systems, such as V-TECS, have been developed to insure that vocational instruction provides students with the appropriate competencies for entering jobs that are currently available.

On occasion, vocational education has been accused of not delivering occupationally-relevant instruction. It is extremely difficult for vocational curricula to keep pace with rapidly developing technologies. Monitoring these developments and occupational changes is a continuing challenge and responsibility for vocational educators. One might also observe that the rate of curriculum change in the occupations of concern to vocational education is considerably greater than the rate of curriculum change in the arts, humanities, social sciences, and other disciplines. This curriculum volatility characteristic is a continuing concern for vocational education.

In contrast to conventional vocational curriculum analyes, the IEP provision utilizes the child and his/her learning problem as the principal basis for curriculum analysis. The initial and overriding concern is devising a curriculum that will maximize the individual's vocational, social, personal, cognitive, and affective development. Attention in the curriculum development process is clearly focused on preparing the individual for satisfying and productive employment. The traditional trade analysis model suggests that we prepare students for satisfying and productive employment by concerning ourselves principally with the competencies and skills needed to perform a specific job. While the two approaches are targeted on the same outcome (i.e., productive and satisfying employment), the strategies for devising curriculum to obtain

the outcome are signficantly different. The fundamental issue revolves around the extent to which we attempt to fit people into jobs versus fitting jobs to the unique talents and interests of individuals.

Curriculum analysis strategies must be devised that use the best elements of both approaches. Instead of analyzing individual jobs and finite tasks, efforts must be focused on identifying the common competencies in a cluster of related occupations. Identification of transferable skills will help to insure that core competencies and knowledges are gained which will be useful in more than one occupation, and will be marketable for longer periods of time. In addition, the field must look more closely at career ladders ranging from unskilled occupations to technical and managerial level positions. As the populations served by vocational education broaden in terms of their aptitudes and ability levels, the curriculum and instruction must focus on realistic occupational options for all students.

A variety of additional task analysis data are needed to facilitate matching special needs learners with occupational options. Data that are essential for both counseling and vocational instruction, but usually not collected in occupational analyses, include: social interaction requirements, level of written and oral communication skills required, basic physical skills required (e.g. level of manual dexterity), essential perceptual skills (e.g. color perception), and critical quantitative and numerical skills.

EVALUATION

Both student and program evaluation practices are significantly affected by the IEP provision. Criteria for acceptable performance are to be specified in each IEP which suggests that class or group standards

for performance deserve closer examination. On the other hand, it is unreasonable to expect that employers will hire individuals from an auto mechanics program who do not have competencies that would make them employable in at least some aspect of the occupation (e.g., muffler installation). There are recognized minimum and multiple levels of occupational competence that vocational education must use in formulating instructional objectives.

Several considerations are crucial to resolving the conflict between individual and group performance standards. First, we must be willing to accept the notion of differential levels of attainment as being legitimate and appropriate. Not all students have the ability to attain all of the competencies needed to be a "certified dealership mechanic" upon graduation from a high school auto mechanics program. It seems more reasonable to expect students to attain skills at varying levels of complexity ranging from entry level jobs such as "muffler installer" to technical level positions such as "master mechanic."

Second, if there is agreement that one of the major goals of vocational education is to increase or enhance an individual's occupational options (Evans and Herr, 1978), then it follows logically that individual-focused performance standards are a predominant concern. To maximize achievement on the part of the learner, he/she must be challenged with individually-selected objectives and performance levels that motivate the individual to realize his/her fullest potential. Grades and performance ratings must be assigned on the basis of individual criterion levels. The evaluation system must recognize and assess individual differences, as well as growth within individuals over the learning period when the learner's aptitudes and abilities are considered. It is recognized that

the transition within vocational education from group-based evaluation systems to individual-based systems is a difficult one for students, parents and some professionals to accept. But it is a necessity if special needs populations are to be served effectively by vocational education.

INSTRUCTIONAL MANAGEMENT

Implicit in the IEP provision is a diagnostic-prescriptive approach to instruction. To individualize instruction effectively, teachers must be familiar with the individual's learning style as well as his/her present level of performance. When traditional didactic approaches to teaching are utilized, relatively little information is required to describe the students involved. Too often it is assumed that one or two teaching techniques (e.g., classroom lecture and practice sets) will suffice for reaching most students.

It is important to recognize that special educators have extensive training in diagnosing, prescribing, and implementing specialized instructional techniques such as cue redundancy, discrimination learning, etc. Vocational educators, on the other hand, have been trained in the more traditional methods of large group and small group instruction. The challenge for administrators and teacher educators is to provide opportunities for interaction between teachers in both fields. By interacting with special eduators regarding certain special needs students, vocational educators can gain information and tips that will be helpful in organizing and presenting specific kinds of lessons, teaming of students, and selecting or modifying instructional materials. Once special educators gain a working knowledge of occupational instruction,

they may begin to use high interest materials such as automotive magazines to teach reading and other basic academic skills.

ANALYSIS AND REFLECTION

As noted earlier, vocational education has traditionally had a strong occupational content orientation. Emphasis has been placed on deriving the curriculum content, instructional strategies, and evaluation or performance standards from conventional practices in business, industry, and agriculture. Minimal attention has been given in vocational education to what might be called the human development orientation. Relatively little attention is paid to how the needs, interests, aptitudes, and abilities of the learner might shape the selection, depth, sequence and delivery of vocational instruction.

The IEP provision, when viewed in a futuristic context, is likely to be a catalyst for major changes in how all educators conceptualize curriculum, instruction, and evaluation strategies. The IEP provision clearly establishes the notion that the "appropriateness" of educational experiences must be evaluated in an individual learner context. That is to say, educational objectives and strategies are deemed appropriate when they are designed specifically to enhance the educational progress of an identified learner.

The current and expanding societal concern for human rights which gave birth to the IEP provision will continue to have a significant effect upon educational legislation. The IEP provision appears to be a precursor of a trend that will demand that educational programs, including vocational eduation, be structured around the specific and unique aptitudes, abilities, and interests of each student to be served. If one believes that this prediction is reasonable, then it is incumbent

upon vocational educators to begin reconceptualizing strategies for curriculum development, instruction, and evaluation that will blend together the essential elements of the occupational content and human development orientations.

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EPILOGUE

The principal focus of this series of policy papers has been the impact of the Individualized Education Program (IEP) provision upon vocational education programming for handicapped youth. A broad range of concerns have been addressed which have numerous policy implications at the local, state, and national levels for vocational education, special education, rehabilitation, and employment and training personnel.

Several general observations have been made by the authors concerning the importance and implications of the IEP. They occur in noting that the content of IEPs provides the major assurance that a handicapped student's program is appropriate for his/her educational needs. In addition, new and effective communications between vocational educators, special educators, parents, and rehabilitation personnel must form the basis for building and implementing an IEP.

Among other implications, the IEP provision calls for a major re-examination of the curriculum provided to handicapped students. To insure that handicapped students will be economically independent, IEPs from the elementary through the secondary levels must reflect sequential, occupationally relevant, and non-stereotypic career development objectives. At all levels educators and parents must continue to critically evaluate curricular objectives in terms of their importance and relevance for the world of work.

Several of the authors cited the lack of policy statements and guidelines at the state level concerning the implementation of the IEP provision. The federal regulations imply that state plans, cooperative agreements monitoring activities, and evaluation systems should focus

upon the development and quality of the IEP. For states to provide adequate assurance that the requirements of the IEP are being met, state agencies administering special education, vocational education, and rehabilitation must forge interagency agreements that include common policy statements and data gathering systems. Policy statements and data are essential for the evaluation and improvement of the IEP provision. Without policies and evaluative data the IEP provision could easily become a meaningless compliance-oriented exercise.

Within each of the policy areas discussed by the authors a number of cogent recommendations and policy strategies were identified concerning the congressional intent regarding P.L. 94-142, the IEP provision, and vocational education. Lisa Walker described a number of key issues and concepts.

- A new creative relationship among special education, vocational education, and vocational rehabilitation is needed to deliver programs and services on a cost-effective basis.
- Equal educational and employment opportunities for handicapped persons is contingent upon the elimination of labeling, stereotypes and discriminatory practices.
- P.L. 94-142 and Section 504 can be a positive force in improving and expanding vocational education opportunities for the handicapped.
- The mandates of P.L.142 and Section 504 must be applied fully and effectively within vocational education programs.
- The image of vocational education can and must be strengthened by providing effective, comprehensive services to handicapped learners.

- In the 1980's the Congress will seek to critically evaluate and refine the landmark legislation it has enacted in special education and vocational education during the 1970's.

Regarding state planning efforts, Dr. Hull stressed the importance of interagency collaboration. In addition, he outlined a number of effective strategies for systematic, interagency planning at the state level. Other key concepts to state planning included:

- To the maximum extent feasible, the state plans for special education and vocational education should contain a common set of policies and guidelines for administering the vocational education programs for handicapped learners.
- The State plans for vocational education and special education required by federal law are typically viewed as minimal compliance documents in the state planning process. However, they can also be used as vehicles for expanding the minimum federal requirements with meaningful and appropriate state policies.
- The policies, funding formulas, and program guidelines of State education agencies are crucial to the development of quality IEPs at the local level.
- Generally, the quality of IEPs prepared at the local level are a function of state policies and guidelines concerning: (a) program establishment, (b) funding allocations, (c) teacher certification and training, (d) monitoring, (e) data collection and management, and (f) interagency cooperation. State policies for each of these functions within vocational education, special education, and vocational rehabilitation must be

reviewed to insure that they are mutually supportive, and responsive to the vocational education needs of the handicapped citizens of the state.

The ongoing assessment of needs and problems relative to vocational programming for handicapped students is a critical concern at both the state and local levels. Thornton notes a number of policy related trends in the area of needs assessment:

- A number of key concepts implicit within the IEP process (e.g. cooperative planning, implementing individualized instruction, etc.) are addressed in most of the inservice needs assessment studies. However, direct reference to these skills as part of the IEP process is not made.
- Strategies for needs assessment in vocational education concerning services for handicapped students and the IEP process specifically, are in a developmental period. The strategies employed in studies to date focus on inservice vocational teachers needs and generally do not address specifically the vocational educator's role in the IEP.
- With minimal vocational educator involvement in the IEP development process, little credence can be given to assuring that handicapped youth have full access to comprehensive vocational education programs.

P.L. 94-142 assures that parents will play a full role in designing their child's individual program. Several meaningful strategies and concepts regarding the involvement of parents and consumers (disabled individuals) are outlined by Robert Kafka, Executive Director of the Texas Chapter of the Paralyzed Veterans of America.

- Parent and consumer group involvement is critical and essential in planning and evaluating vocational education programs for handicapped individuals at the local, state, and national levels.
- Due process assurances provided by P.L. 94-142 can provide a forum for positive and meaningful shared decision-making between educators, parents, and disabled individuals.
- Career information and counseling provided to handicapped individuals should project realistic job options and eliminate the traditional stereotypes concerning the limitations of handicapped persons.
- Parent and consumer groups must work cooperatively and actively with vocational education advisory councils to stimulate joint efforts in increasing community awareness of the need to educate and employ handicapped individuals.
- Advocates and parents must take an active role in building and maintaining interagency relationships between vocational and special education, vocational rehabilitation, and the business communities.

Most professionals agree that effective implementation of the IEP provision will require interagency collaboration between special education, vocational education, and vocational rehabilitation. Gill cites a number of issues and strategies related to interagency cooperation and planning concerning the IEP.

- Negotiating the issues of territorial turfdom and misinterpretations of agency goals are the essential first steps in building interagency cooperation.

- The IEP is an effective educational planning process. When coordinated with the development of the Individualized Written Rehabilitation Plan required by Vocational Rehabilitation agencies systematic interagency coordination can occur.
- To insure that IEPs are comprehensive at the secondary (junior or senior high school) level, they must include a vocational education component.
- When IEPs are formulated at the secondary level it is essential that a team of people be involved, including the appropriate vocational and special education teachers, parents, program coordinators, and ancillary agency personnel.

The preparation or re-training of special and regular education personnel is regarded by many as the most important factor in assuring that handicapped youth receive an appropriate education. Dr. Rusalem outlines a number of key policy consideratons for planning inservice staff development programs.

- The lack of preservice teacher education programs focusing on career/vocational education for exceptional students has created a large and continuing demand for inservice programs.
- The professional working environment, learning style, skills, interests, and needs of each inservice participant must be carefully and extensively evaluated in designing inservice programs.
- Effective inservice education is conducted on an individual or small group basis directly in the participants working environment -- that is the school, classroom or community.

- Effective inservice education, like classroom instruction, addresses iteself to the major needs and concerns of the individual participants. Custom-designed, individualized inservice training plans convey many of the concepts implicit in individualized educational programs for exceptional learners.
- Inservice and staff development strategies should use multiple learning modes (seminars, micro-teaching, curriculum development projects, etc.) to address locally-relevant problems. Whenever possible, short-term "hit-and-run", and strictly verbal inservice programs should be avoided.

Within current federal legislation (i.e. P.L. 94-142 and P.L. 94-482) funds are earmarked for the purpose of improving on-going programs through research and development, curriculum development, dissemination, and personal training activities. Dr. McCage and Ms. Batsche outline several major considerations for planning and managing program improvement activities.

- The Vocational Education Amendments of 1976, P.L. 94-482, establish a major role for State boards of vocational education and Research Coordinating Units in providing program improvement functions and supportive services. This role encompasses the funding of: (a) applied research and development activities, (b) exemplary and innovative programs, (c) curriculum development, (d) personnel training, (e) vocational guidance and counseling, and (f) grants to overcome sex stereotyping and sex bias. Comprehensive program improvement efforts relative to vocational education for the handicapped can and should include all of these areas.

- Provisions in P.L. 94-142 provide for the development of a comprehensive System of Personnel Development (CSPD) with each state's annual program plan which includes strategies for: inservice training, preservice education, dissemination, and the adaptation of promising practices.
- Within states efforts are needed to ensure that program improvement efforts initiated by the state departments of vocational education and special education are integrated and coordinated relative to vocational education programming for the handicapped.
- A comprehensive program improvement continuum for state education agencies consists of four phases: (a) priority development, (b) research and development, (c) development and refinement, and (d) dissemination.
- Input for developing priorities for program improvement efforts in the area of vocational education for the handicapped must be gleaned from a diverse set of sources, including program administrators; teachers at the elementary, secondary, post-secondary, and college levels; business, industries, and labor representatives; and parent and advocacy organizations.
- The installation of new ideas and programs occurs through three stages of diffusion: awareness, investigation, and adaption/adoption. Dissemination activities must focus on all three stages if new strategies for serving handicapped students in vocational education are to be successfully established.

Closely related to the improvement of vocational education programming for handicapped students is the need for systematic, on-going program evaluation. Dr. Albright draws a number of key observations concerning the program evaluation efforts at the state level.

- Program evaluation mandates are pervasive and comprehensive in the federal legislation for vocational education (P.L. 94-482, Title II), and special education (P.L. 94-142).
- While not specifically mandated, substantial justification exists for including career and vocational education programming in the evaluation and monitoring efforts of state special education agencies.
- Currently at the state agency level it appears that special education monitoring and program evaluation efforts are focused on compliance monitoring to insure that the assurances provided by P.L. 94-142 are met. Most often, evaluations are conducted in response to complaints received by various individuals. This contrasts directly with a focus in the state vocational education evaluation systems which emphasizes program improvement and accountability.
- In the two states reviewed by Dr. Albright, the vocational education evaluation systems focused broadly on the evaluation of services and programs for special populations. Little or no information was collected specific to handicapped students or their IEPs.

Finally, it must be recognized by policy-makers that a number of philosophical, historical, and conceptual differences exist between the vocational education and special education community. These dif-

ferences pose both conflicts and professional challenges. Resolution of some of these major differences related to curriculum, instruction, and evaluation will be necessary to implement effective, interagency practices.

- The fields of vocational education and special education differ significantly in their orientation to analysis and selection of instructional content. Special education bases content upon human development needs whereas vocational education content is derived largely from occupational needs and requirements. Efforts to blend these two approaches effectively are essential to providing appropriate vocational experiences for handicapped individuals.
- Careful and detailed analyses of learner aptitudes, interests, and capacities is central to the selection of appropriate vocational instructional strategies.
- Special educators can be extremely helpful to vocational educators in the selection of appropriate instructional materials and techniques.
- The increased use of individual learner-based (rather than group-based) evaluation criteria will enhance vocational education's efforts to accommodate special needs learners.
- A continuing analysis of the fundamental strategies for curriculum development, instruction and evaluation in vocational education is needed to insure that appropriate changes are made at the local, state, and national levels. The continuing dialogue must involve special educators, parents, employers of handicapped individuals, administrators, and other policy making officials.